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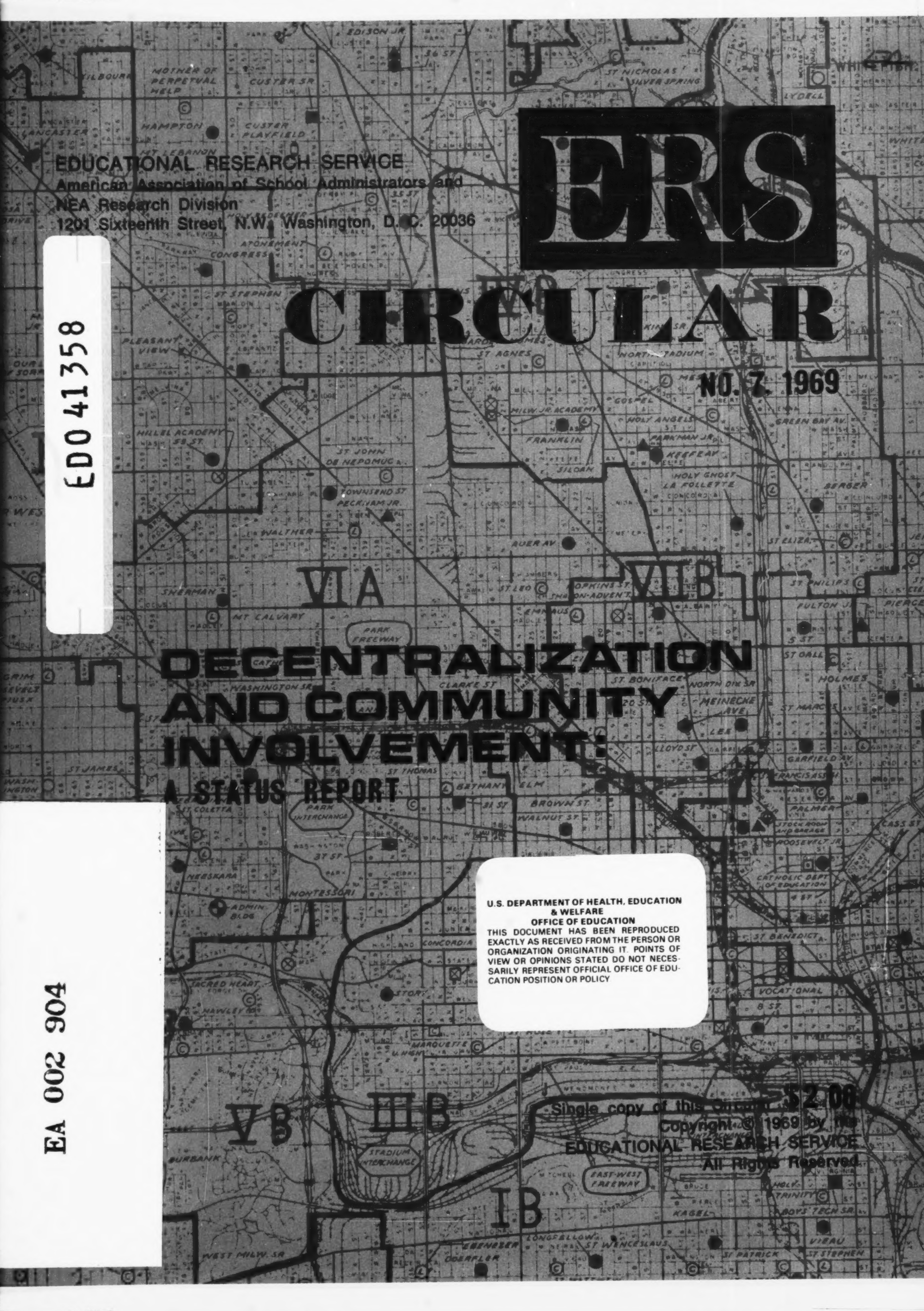
ABSTRACT

Responses from inquiries to the superintendents of 32 urban school systems across the country provided the basis for classifying and evaluating modes of decentralization and extent of community control. Main features of the school systems' operations are reported under nine categories: (1) decentralized decision making with centralized administration; (2) decentralized administration with centralized instructional and supporting services; (3) decentralized administration and instructional and supporting services; (4) partially decentralized administration; (5) decentralized administration with community participation in some or all the subdistricts; (6) decentralized administration and services with small degree of community participation; (7) centralized administration with control of some districts by a locally elected school board; (8) completely decentralized administration, each district being governed by a locally elected school board; and (9) decentralized administration being initiated. (JK)



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NO. 7. 1969

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DECENTRALIZATION AND COMMUNITY INVOLVEMENT:

A STATUS REPORT

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ACKNOWLEDGEMENT

The Educational Research Service gratefully acknowledges the spirit of professional cooperation demonstrated by those who supplied the information for the school systems represented in this report. In many cases it was necessary for ERS to communicate several times in order to verify the accuracy of the information for the individual systems. The response was prompt and gracious. Appreciation is extended to the cooperators whose names and titles are listed on the inside back cover of this Circular.

ED041358

ERS Circular No. 7, 1969

November 1969

DECENTRALIZATION AND COMMUNITY INVOLVEMENT: A STATUS REPORT

"Education will not solve all of our city's problems, but none of them will be solved without education," stated the superintendent of a large city school system. The validity of his remark is difficult to dispute in these days when the news media and popular magazines constantly remind us that large cities--especially those with "inner cities"--are in a state of crisis. A major target for reform in every city is the public school system.

Such techniques as the middle school, the educational park, and busing have been offered as solutions to the problem of eliminating de facto segregation. The "cultural deprivation" of the ghetto child has been assailed by massive outpourings of federal funds for compensatory programs. Notwithstanding such programs, the oft-repeated cry is heard that the urban schools are not responsive to the needs of urban youth today. Two of the most frequently discussed administrative solutions to this problem are decentralization and community control of schools.

While the term "decentralization" occasionally is used interchangeably with "community control," there is a vast difference in actual practice. *Decentralization* is a managerial technique whereby a central authority delegates functional responsibility and some decision-making to officials of subunits of the local school system, each of whom administers schools in a particular geographic area.

The term *community involvement* is used in the title and text of this Circular to include both community control and community participation. Although *community control* implies some form of administrative decentralization of decision-making and responsibility, it has a narrower meaning. *Community control* denotes decision-making and responsibility regarding the expenditure of money, by an elected group representative of the community served by a school or group of schools. *Community participation* encompasses any systematic and structured method for enlisting community assistance and advice in the decision-making process.

SCOPE OF THE STUDY

It is emphasized that this Circular is a status report on administrative decentralization and community involvement in school administration. For discussion of the pros and cons and politics of these subjects the reader is referred to articles in the bibliography on pages 54 and 55.

In determining the scope of this report, consideration was given to the argument that when a board of education is elected to govern the schools, the community is thereby controlling the administration of the schools, and that in relatively small school districts the board of education is very likely representative of all the interests in the schools' community. Doubtless, too, in many smaller school systems with a centralized administrative structure various types of community participation exist, such as citizens' advisory committees. However, it is with the larger school systems that this study deals--systems with so diverse and dispersed a population that without decentralization of decision-making, communication between the administration and the many school communities is hampered by a many-layered centralized administrative structure.

It is recognized that some of the larger school systems with a centralized structure have also provided for meaningful community involvement. However, the decision was made to consider for this study only those systems in which community involvement exists in a decentralized structure.

In May 1969 an inquiry was sent to superintendents of the larger school systems, asking each to identify his system with one of the following types of administrative structure:

1. A centralized structure, wherein the line of administrative action is from central office staff to local school units.

2. A central-intermediate-local structure, wherein the line of administrative action is from the central office staff, through district or area officials, to local school buildings.

3. A modified decentralized structure, wherein the school system is experimenting with decentralization and community control by having some local schools designated as decentralized units with local community councils or boards sharing in control of those units. (Other local schools in the system are under the jurisdiction of central and/or district officials.)

The 29 systems which replied in the affirmative to the second and third descriptions were requested to prepare an article describing the history and functioning of decentralization and/or community control, or to submit printed materials from which ERS could prepare an article. The 29 articles plus descriptions of proposed plans in three other systems, begin on page 5. The descriptions prepared by the Educational Research Service were sent to the school systems for verification before being included herein.

ORGANIZATION OF THE STUDY

The 32 systems represented in this Circular have been divided into nine categories. Each succeeding category (except the ninth) represents one further step toward the establishment of semi-autonomous community school boards. The nine categories and their distinguishing features are discussed below.

1. Systems with decentralized decision-making but with centralized administration. The two systems in this category have delegated to individual schools some authority in determining the allocation of funds, and have set up a system for receiving staff advice on matters of school administration. The system is not decentralized administratively, i.e., divided into geographical areas headed by area administrators.

2. Systems with administrative decentralization but with centralized instructional and supporting services. These six systems have been divided into geographical areas in either a compartmentalized structure (e.g., K-8 and 9-12) or an integrated structure (K-12). Each area is headed by a local administrator who oversees the day-to-day operation of the schools in his territory. The principals report directly to their area administrator. Instructional and supporting service supervisory personnel are based in the central office. The local administrator's staff, at best, includes only an assistant and clerical staff.

In some systems these local administrators report directly to the superintendent; in others to a deputy superintendent who is responsible for the day-to-day operation of all schools in the system (the superintendent is the chief administrator responsible for defining program needs); and in still others of these systems the area administrator reports to an assistant or associate superintendent responsible for instruction, administration, or operations.

3. Systems with administrative decentralization AND decentralization of instructional and supporting services. All that was outlined above regarding administrative decentralization applies here, except that in these five systems instructional and supporting service supervisors are deployed on a permanent basis to the various geographical areas of the system. These supervisors report directly to the local administrator and are assigned by him to the schools in the area. It is important to note that no system has completely decentralized all supporting services. Such functions as transportation, school lunches, pupil accounting, etc., are usually centralized, although each area may have a "representative" to coordinate each of these services with the central office.

4. Systems which are in the process of decentralizing and providing for community participation, i.e., systems in which only a few areas have been placed under a local administrator. Each of the three city school systems included under this heading has committed itself to gradual decentralization, designating one area at a time as a decentralized school district. In these subdistricts an organized method

for involving the community in school administration is part and parcel of the decentralization plan. Often the decentralization process in these systems began at the insistence of an organized community group.

5. Systems with decentralized administration as in No. 2 above, and with community participation in some or all of the subdistricts. While operating under the organization of systems described in No. 2 above, these six school systems have also established in some or all of their local districts a functioning elected community council or committee to serve in an advisory capacity to the school administration.

6. Systems with decentralized administration and services, as in No. 3 above, and with community participation in some or all of the local districts. These five systems have decentralized instructional and supporting service supervisors throughout the system (see No. 3 above) and have operating, in some or all local districts, elected community or school councils to provide the community a voice in the administration of schools in the area.

7. A system with some local districts controlled by a locally-elected community school board, while the remainder of the system remains under centralized administration. As of this writing, only one school system fits this description--Washington, D. C. New York City shared this category until the passage of events noted in the New York article beginning on page 42 of this Circular.

8. A system which is completely subdivided into local school districts, each governed by a locally-elected community school board, i.e., a system with city-wide commitment to community control. New York City, by legislative action, has now assumed this organizational pattern, and until 1971 will be the only system in this category. The Detroit School System is in the early stages of planning for implementation of a similar decentralization plan passed by the Michigan State Legislature in 1969. It will be noted that in New York this pattern applies only to the governance of elementary and intermediate schools. High schools, vocational schools, and specialized schools are still administered centrally in that city.

9. Systems which have or are developing proposals for administrative decentralization. Three systems have or are developing decentralization plans, but such plans have not yet been implemented and are subject to change.

WHY DECENTRALIZE NOW?

Administrative decentralization is a function of size. No system which has decentralized administratively enrolls less than 50,000 pupils; the majority enroll over 100,000.

The sheer number of people and size of area encompassed by the larger school systems makes effective management of the instructional program from a central location difficult. Thus, decentralization is not the answer to management problems unless it appreciably improves the day-to-day management of schools and the quality of the instructional program offered in them. The saving of money is not one of the benefits of decentralization; in fact, the additional staff required to man the various district offices increases the expenditures necessary to run the schools.

The increase in expenditure can be justified only by an accompanying increase in the quality of the instructional program, as a result of closer supervision and management, greater responsiveness to the needs of children and desires of parents, and more time for central office personnel to concentrate on long-range planning for educational needs.

It is the latter goal, long-range planning, that has resulted in the establishment in a number of systems of a position with responsibility for evaluating the status of the educational program and facilities and for developing plans for future growth. Some school systems with a person whose primary responsibility is in this area are cited on pages 50-51.

The second goal, responsiveness to the needs of children and desires of their parents, has a close connection with the question discussed below.

WHY COMMUNITY CONTROL NOW?

Community control of education is at the very origins of the educational system in America. As an example, the election of school committee members at town council meetings in New England is often cited. In fact, community control is still present in many small systems with elected boards of education. As the population of our country grew, particularly in urban areas, and as school districts were consolidated in rural and suburban areas, the sense of identity with its schools has been lost in many communities.

It would be unrealistic to deny that the black community's struggle for equal rights has been primarily responsible for recent demands for community control of schools. However, a number of other factors have had their effect on a general increase of interest in the affairs of schools. The many easily available channels of communication--especially television--and the public relations efforts of local school systems have given people a better idea of what goes on in their schools, as well as what "innovations" are available in other schools. The last few Presidential administrations have pressed for increased federal aid to schools, with resulting press notices and increased taxes. Likewise, local school taxes and bond issues have sharpened the public's interest in where its money goes. Certainly recriminations and accusations aimed at education in the United States following the launching of the first Sputnik also had an effect.

The pros and cons of community control have been hotly debated, and at this writing only New York City and Washington, D. C. have attempted to vest in an elected local board the power to decide where monies shall be spent in its schools. A third system, Detroit, is moving toward community control. At least two systems, after thorough study of the question by a group of laymen and school authorities, have recently recommended against the adoption of a plan for community control.

In 1968-69 a Select Commission to Study the Pittsburgh School Board investigated the feasibility of adopting a plan of decentralization including local boards of education with veto power over the central board. The Commission rejected all plans submitted to it on three bases: 1) Community control has not yet proved workable on a city-wide basis in any system. 2) Prior to 1911, Pittsburgh had a system of decentralized control with many of the characteristics of the proposed systems; it was marked by graft, corruption, and incompetence in the schools. 3) Plans for community control submitted to the Commission would establish separate school districts which would perpetuate segregation and therefore be illegal. The Commission decided not to recommend any form of decentralization, save that which would decentralize certain administrative decision-making and actions.

In November 1969, the 68-member Philadelphia Commission on Decentralization and Community Participation (see page 36) drafted a proposal to the Board of Education recommending against the establishment of local boards with final authority for decision-making. (A three-member black minority report recommended such boards, however.)

Although the Commissions rejected plans for community control, both encouraged increased community participation at school building and district levels. Most systems represented in this study which have involved the community in decision-making have done so through advisory councils rather than community school boards.

FOOTNOTE

As the 32 descriptions which follow demonstrate, decentralization and community involvement have taken different forms in each system. This report does not evaluate any of the plans; rather, it is a status report for persons concerned with urban problems and a starting point for discussion in systems considering plans for decentralization and community involvement.

I - SYSTEMS WITH DECENTRALIZED DECISION-MAKING BUT WITH CENTRALIZED ADMINISTRATION

RIVERSIDE, CALIFORNIA

Enrollment, fall 1969: 26,976

Decentralization in the Riverside Unified School District is defined differently than in other systems in this report. There are no "districts-within-the-district" and thus no area administrators. In Riverside decentralization is regarded as a loosening of the tight controls over decision-making and execution of policy that often characterizes line-and-staff organizations. This is not to say that there are not existing or developing district-wide policies and requirements which act as a kind of umbrella under which decentralized variations must occur within the general framework of policy.

The intent is to give each school more autonomy as staffs, parents, and students attempt to work out the most appropriate program for the school's pupils. With such autonomy, of course, goes the responsibility for directions taken and the quality which results.

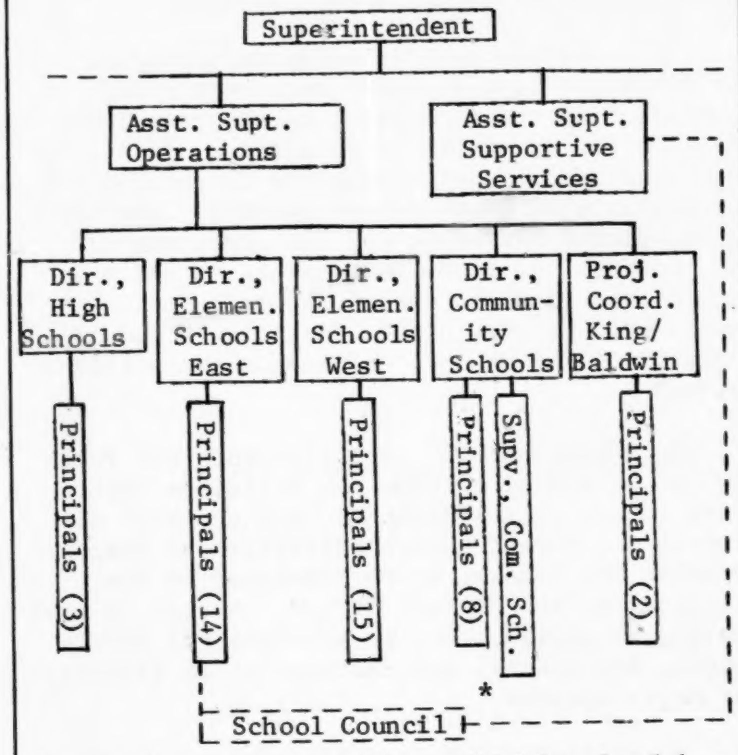
Over the past two years school staffs have had a useful and stimulating introduction to decentralization by way of a large amount of control over their own budgets. Following the pattern outlined above, allocations for each school were derived by formula by the central administration. Then each staff was invited to study its own school's program and to make decisions within its allocation as to whether the more flexible portions of the funds should be spent for more teachers, aides, capital outlay, etc. Interest and responsibility jumped as this kind of involvement became widespread. Committees on school program, involving parents and students, are now also beginning to function.

Veto power over policies or actions which are not consonant with district-wide policies still resides with the central administration and the board of education, but in practice this power is used much less often because a good interface has been achieved between the "givens" and the "wants" and all segments are operating within the general policy framework.

> Even if school people were able, by themselves, to bring about radical institutional changes, they would thereby be denying opportunities for parents and students to learn and grow through the process of involvement and participation. Through involvement, parents and students can learn more about the complexities of teaching and learning and relate this learning to their own roles of parents as teachers or students as teachers.
>
> Mario D. Fantini in *National Elementary Principal*, April 1969

NEW HAVEN, CONNECTICUT

Enrollment, fall 1969: 21,255



**Each elementary, middle, and high school has a School Council.*

During the 1968-69 school year the school district of New Haven was divided into three subdistricts although decentralization of services was not part of this arrangement. Each subdistrict was administered by a Director of Administration-Supervision who was responsible to the Associate Superintendent of Schools.

For the 1969-70 school year the decentralized administration was abandoned and a compartmentalized structure adopted. The present organization is as shown in the organization chart above. Recent effort has been devoted to increasing community participation in the administration of schools. In 1968 the superintendent of schools appointed a School Committee on Citizen Involvement to accomplish two tasks--(1) assisting school personnel to be more keenly aware of the dynamics of the community which have a direct relationship to problems within the schools; and (2) being available to parent and professional groups to discuss community involvement, and to enhance greater citizen involvement and closer school-community working relationships.

The Committee included administrators, teachers, and two representatives of the telephone company who were "on loan" to the school system. It held numerous meetings, workshops, discussions, and conferences to familiarize itself with the issues connected with citizen involvement. Closed circuit television, made possible through the two telephone company representatives, was utilized, and Committee members studied pertinent literature on the subject. On June 4, 1969, the Committee submitted to the Superintendent a proposal to form a School Council for each school in the city.

In order for such councils to be viable, the Committee stated, there must be a clear understanding and commitment to the principles on which the structure is predicated, including the local school administrator's responsibility to cooperate with the School Council. The proposal offered rationale for the operation of the councils and recommended areas in which a School Council could assist the principal. The main areas and some of the Committee's specific suggestions for Council assistance are outlined below:

Building and plant utilization. Set rules for use of school grounds and buildings within board rules, city ordinances, and contract obligations. Survey school buildings and prepare requests for changes to be forwarded by the principal to the central office. Assist in preventing vandalism. Confer with central office people, architects, and contractors on planning for major changes.

Discipline. Help develop dress and behavior codes with students and administration. Develop appropriate levels of action in case of infractions of these codes.

Student activity. Review suggestions from student groups for ultimate action by the principal. Suggest during- and after-school programs, and promote and sponsor such activities. Help students build a greater interest in, and commitment to, their school by establishing a channel for them to express ideas regarding curriculum and general school programs.

Personnel. Recommend criteria for consideration of personnel in all areas of school employment, encourage suitable candidates to apply, interview applicants after screening by personnel office, and recommend applicants to principal. Recommend adequate staffing, assist in outlining courses of training for paraprofessionals, assist in recruiting for all positions, and assist in inservice plans to achieve a better understanding of community and students.

Curriculum. Become informed of educational developments through reports of resource people from within and without the system. Research new methods or programs in other cities, and recommend such programs be undertaken. Review texts and teaching materials before purchase and raise objections or questions to be pursued with people in the system who are affected. Recommend special classes or meetings to inform parents of new materials and methods. Locate community resource people for the school.

Communication. Keep informed, through the principal, of new policy developments within the school. Inform school staff, central administration, and student body of community developments which will affect the schools and students. Inform the community of major or significant developments in schools. Arrange for and promote individual and small group parent-teacher conferences. Maintain contact, and exchange information with other School Councils. Publish news of successful experimentation to the community, other Councils, and the board.

The School Committee on Citizen Involvement also made recommendations regarding the structure of the School Councils, and stated that each Council should create a set of guidelines, open all meetings to the public, and keep minutes of all proceedings. Recommendations regarding membership on the School Councils were as follows:

In elementary schools

6 parents
4 teachers
1 or 2 other school personnel (civil service and paraprofessional)
2 students from upper grades as nonvoting members
2 at-large nonvoting representatives to be selected from the community by the adult members of the council

In middle schools

8 parents
6 teachers
2 other school personnel (1 civil service and 1 paraprofessional)
6 students
4 at-large nonvoting representatives to be selected by other members

In high schools

10 parents
8 teachers
2 other personnel (as designated above)
8 students
6 at-large nonvoting representatives chosen by other council members

Middle and high school councils must be representative of the various segments of the communities they serve. Principals are nonvoting members of their respective councils. If no member of the teachers' bargaining agent is elected to a council, the agent may appoint a nonvoting member to the council.

In order to implement its proposals, the School Committee on Citizen Involvement recommended that:

1. The Superintendent forward the report to the Board of Education, which should request comment and suggestions from community representatives and school

personnel; then the board should adopt a policy statement on School Councils.

2. The Superintendent make clear to all personnel that there is a commitment on the part of the entire system to the Councils.

3. A School Committee be appointed to implement the Councils.

4. A central office staff member be designated coordinator to work with the committee and others to form the Councils--adequate secretarial assistance and a small budget to be given the coordinator.

5. Each principal assign coordination with the Council to his assistant principal.

6. PTA or parents group conduct elections of parents to the Councils, even though membership in such a group is not required for election.

7. The bargaining agent conduct election of teachers to School Council membership. (Teachers need not be members of the agent to vote or be elected to a Council.)

8. All other school personnel be asked by their principal to elect their representatives.

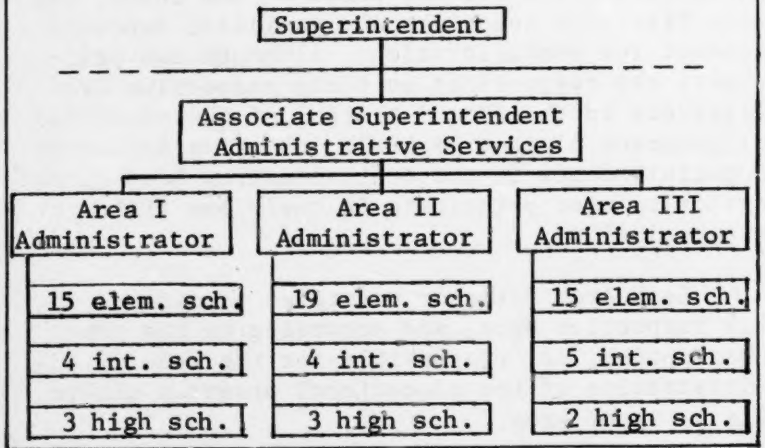
9. Student Councils or Congresses conduct elections of students.

10. Time be provided to all concerned to get the Councils operating by opening of the 1969-70 school year.

II - SYSTEMS WITH ADMINISTRATIVE DECENTRALIZATION BUT WITH CENTRALIZED INSTRUCTIONAL AND SUPPORTING SERVICES

GARDEN GROVE, CALIFORNIA

Enrollment, fall 1969: 52,805



Decentralization in the Garden Grove Unified School District began in September 1968 as one part of a program of staff reorganization. The Superintendent and his staff had conducted a thorough review of the district organization, including the following:

1. A management study authorized by the Board of Education and conducted in 1967.
2. Examination of present assignments and functions.
3. The size and scope of the district.
4. The expected growth of the district.
5. The trend toward decentralization in school districts across the country.
6. The literature on district organization, especially relating to the need for improved articulation and communication.
7. Conferences with those staff members responsible for the management and evaluation of the program.
8. The need for clear channels of communication with teachers and staff and the involvement of both in the future development of the district.

As can be seen from the abbreviated organization chart above, the district is divided into three geographical areas, each containing elementary, intermediate, and high schools. Each area has an Area Administrator, who maintains an office in the central administration building and who reports to the Associate Superintendent for Administrative Services.

The duties of the Area Administrator include the following:

1. Provides liaison between an area and the central office; represents the school and discusses school situations with appropriate central office staff; and interprets school policies and procedures to school personnel.

2. Administers and implements the educational programs within an area; works with local school personnel to identify program needs and to determine programs of learning to be offered; works with principals and teachers to

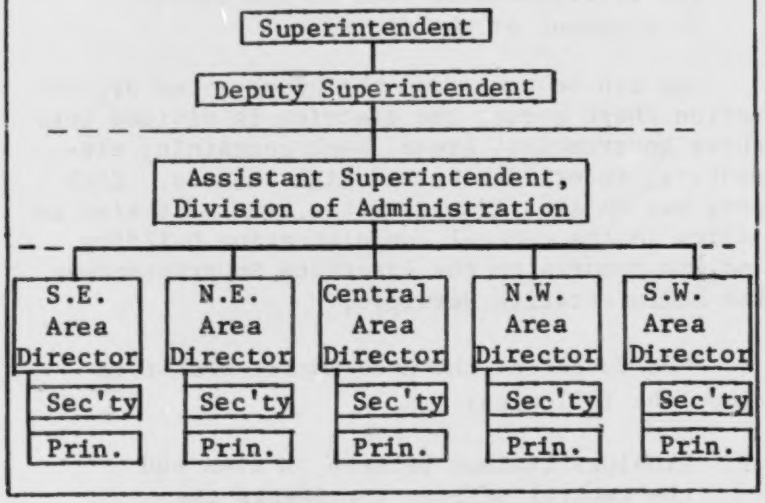
assess professional competencies, to identify professional needs, and to secure professional services and resources; works with the local school administration to determine staff needs and consults with the department of personnel in making appropriate teacher assignments; obtains needed services for the school (supervisory, staff development, curriculum, instructional materials, pupil personnel, research and testing and evaluation); works with the local school administration as needed to secure the assistance of appropriate supporting service personnel.

3. Participates with parent and community groups in matters pertaining to the Garden Grove Unified School District; explains school needs, policies, and procedures; reflects the concerns and opinions of parent and community groups to the central office staff."

Supervisory, staff development, pupil personnel, and other supporting services and staff are administered not by the Area Administrator directly, but by the Assistant Superintendents for Instructional Services (a new position created in 1968 as phase one of the staff reorganization), for Personnel Services, for Pupil Services, and by the Associate Superintendent for Business Services.

BALTIMORE COUNTY, MARYLAND (Towson)

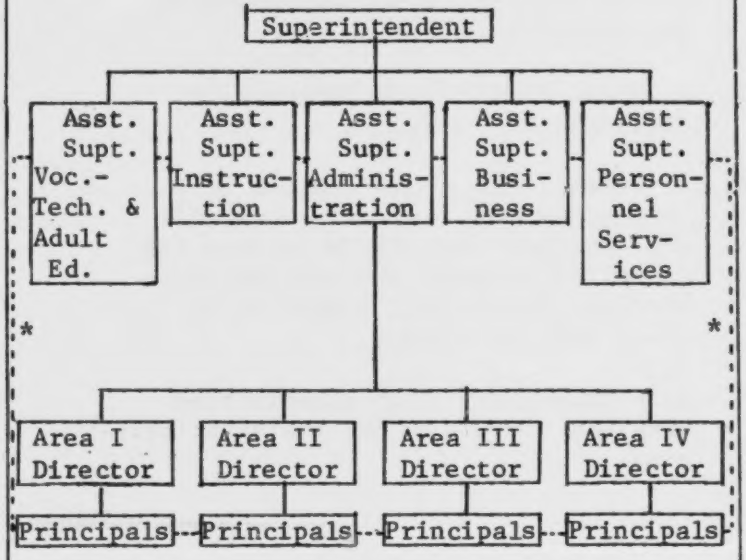
Enrollment, fall 1969: 115,000


Superintendent
Deputy Superintendent
Assistant Superintendent, Division of Administration
S.E. Area Director
N.E. Area Director
Central Area Director
N.W. Area Director
S.W. Area Director
Sec'ty
Sec'ty
Sec'ty
Sec'ty
Sec'ty
Prin.
Prin.
Prin.
Prin.
Prin.

The Baltimore County school system, which encompasses some 608 square miles, is divided on a K-12 basis into five geographical areas. The Area Directors maintain offices in the central administration building. Instructional and supporting service personnel are deployed from the central office by the Assistant Superintendents for Instruction, Business and Finance, and Physical Facilities.

HILLSBOROUGH COUNTY, FLORIDA (Tampa)

Enrollment, fall 1969: 102,280


Superintendent
Asst. Supt. Voc.-Tech. & Adult Ed.
Asst. Supt. Instruction
Asst. Supt. Administration
Asst. Supt. Business
Asst. Supt. Personnel Services
*
*
Area I Director
Area II Director
Area III Director
Area IV Director
Principals
Principals
Principals
Principals

**The Assistant Superintendents have direct authority over principals in their areas of responsibility.*

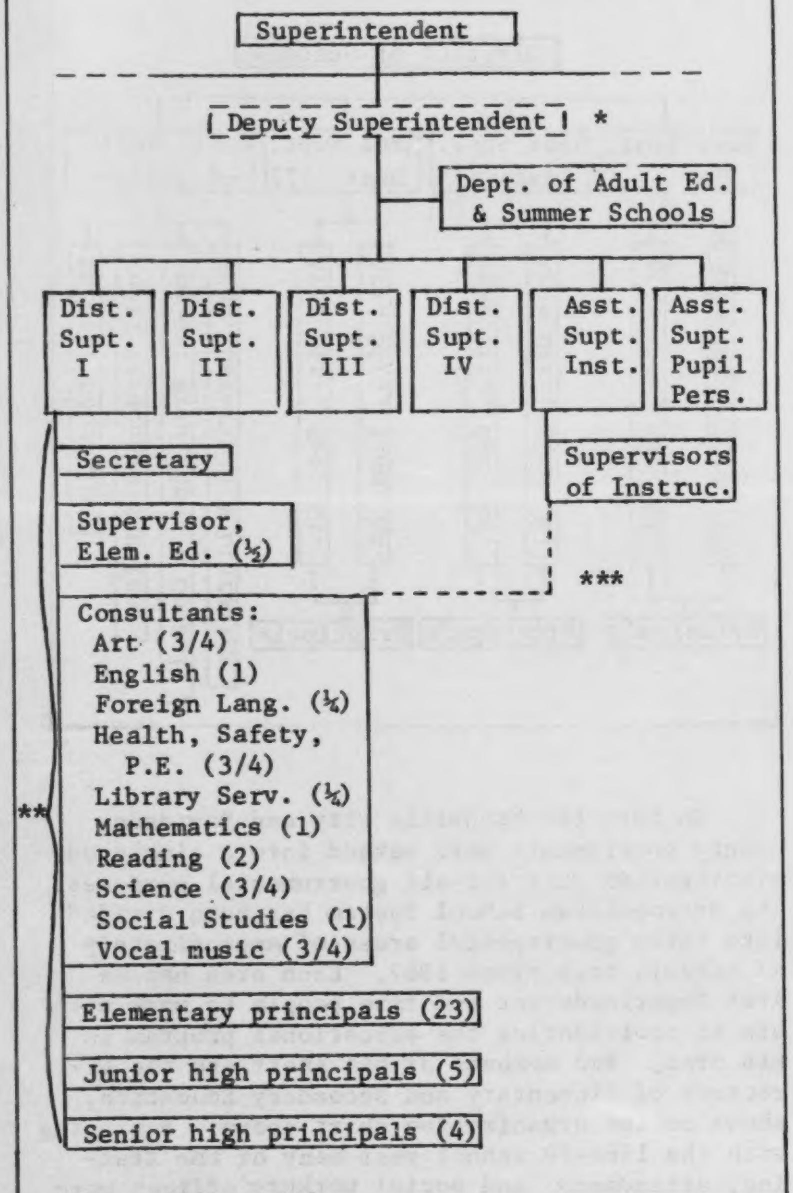
The elementary, junior high and senior high schools of Hillsborough County are divided vertically into four geographic regions each headed by an Area Director. As shown on the chart, all Area Directors report to the Assistant Superintendent for Administration. Although the principals are responsible to their respective Area Directors in the administration of the educational programs of their schools, the five Assistant Superintendents in the central office have direct authority over principals in their own fields of responsibility.

Each Area Director maintains an office in his respective area, and according to his job description, is "responsible for the general administration of the educational programs within his assigned area."

Instructional supervisors are sent to individual schools by the appropriate director in the central office; these directors report either to the Assistant Superintendent for Instruction or the Assistant Superintendent for Vocational-Technical and Adult Education. Most supporting and service personnel are deployed as needed to the various schools in the district. Exceptions are the Supervisors of Food Service and of Maintenance--one supervisor in each specialty is responsible for an area of the district, although their offices are in the central administration building and they report to central office Directors.

NEW ORLEANS, LOUISIANA

Enrollment, fall 1969: 111,939


Superintendent
Deputy Superintendent *
Dept. of Adult Ed. & Summer Schools
Dist. Supt. I
Dist. Supt. II
Dist. Supt. III
Dist. Supt. IV
Asst. Supt. Inst.
Asst. Supt. Pupil Pers.
Supervisors of Instruc.
***
Secretary
Supervisor, Elem. Ed. (½)
Consultants:
Art (3/4)
English (1)
Foreign Lang. (¼)
Health, Safety, P.E. (3/4)
Library Serv. (¼)
Mathematics (1)
Reading (2)
Science (3/4)
Social Studies (1)
Vocal music (3/4)
**
Elementary principals (23)
Junior high principals (5)
Senior high principals (4)

**Proposed position.*
***Each district has similar staff and structure.*
****Consultants have dual responsibility, reporting both to the district superintendents and to the supervisors of instruction.*

The above abbreviated organization chart for the New Orleans Public Schools represents a plan of organization toward which the district is moving. The four District Superintendents will continue to report directly to the Superintendent of Schools until the proposed position of Deputy Superintendent can be filled. Also, because of budgetary requirements, not all of the consultants shown on the chart as part of the District Superintendent's staff are at present employed.

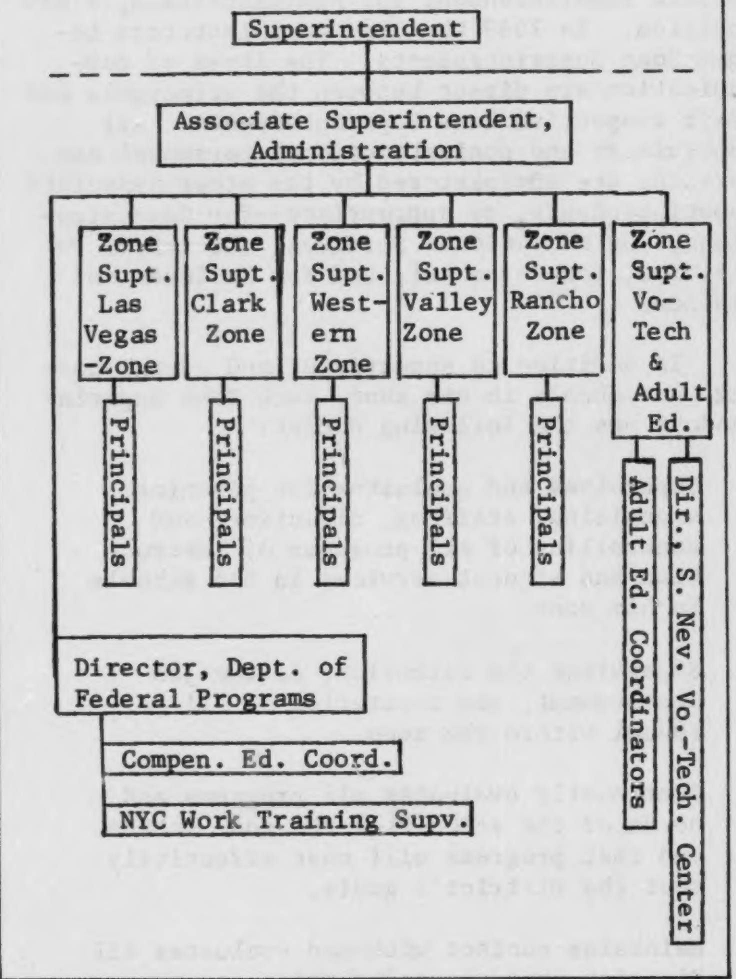
Three of the four districts are based on a geographical division of the total district and include elementary, junior high and senior high schools enrolling about 25,000-30,000 per district. The fourth district is composed of Title I schools and includes approximately the same enrollment and number of each grade level schools as the other three districts.

Two of the District Superintendents have offices in the central administration building and two are based in elementary schools within their districts.

All principals report directly to their respective District Superintendents. The responsibilities of District Superintendents include such matters as student discipline, personnel staffing requirements, and grievances involving principals, teachers, and other school personnel. Cafeteria supervision and attendance services are centralized.

CLARK COUNTY, NEVADA (Las Vegas)

Enrollment, fall 1969: 71,100


Superintendent
Associate Superintendent, Administration
Zone Supt. Las Vegas -Zone
Zone Supt. Clark Zone
Zone Supt. Western Zone
Zone Supt. Valley Zone
Zone Supt. Rancho Zone
Zone Supt. Vo-Tech & Adult Ed.
Principals
Principals
Principals
Principals
Principals
Adult Ed. Coordinators
Dir. S. Nev. Vo.-Tech. Center
Director, Dept. of Federal Programs
Compen. Ed. Coord.
NYC Work Training Supv.

The Clark County, Nevada, School District did not come into existence until 1956, when 14 independent districts in the county were consolidated by law into a county school system encompassing almot 8,000 square miles and administered by a single Board of Trustees elected from designated areas of the county. Since there are 86 schools in the 8,000 square mile district, administration is facilitated by dividing the district into five geographical "zones" containing elementary, junior high, and senior high schools, each administered by a Zone Superintendent who maintains his office in the Central Administration building in Las Vegas. A sixth Zone Superintendent is responsible for countywide vocational, technical, and adult education.

In 1964 the District was divided into five geographical zones, and the directors of these zones reported to the Assistant Superintendent for Instruction. The Assistant Superintendent for Instruction also supervised the Director of Vocational, Technical, and Adult Education; the Director of Research and Systems Development Services; and the Director of Educational Services (curriculum and professional growth services, pupil personnel, instructional media, and student activities).

In 1967-68, the area administrators reported directly to the Superintendent of Schools. As a result of major reorganization in 1968, the Area Administrators and the Director of the Department of Federal Programs report to the Associate Superintendent for Administration, a new position. In 1969 the area administrators became Zone Superintendents. The lines of communication are direct between the principals and their respective Zone Superintendents. All supervisory and noninstructional personnel and services are administered by the other Associate Superintendents, as appropriate--for Communications, for Educational Services, for School Facilities, for Personnel, and for Business and Finance.

In addition to supervising and administering the schools in his zone, each Zone Superintendent has the following duties:

1. Supervises and evaluates the planning, organizing, staffing, directing, and controlling of all programs of instruction and student services in the schools in his zone.

2. Supervises the selection, on-the-job improvement, and separation of all personnel within the zone.

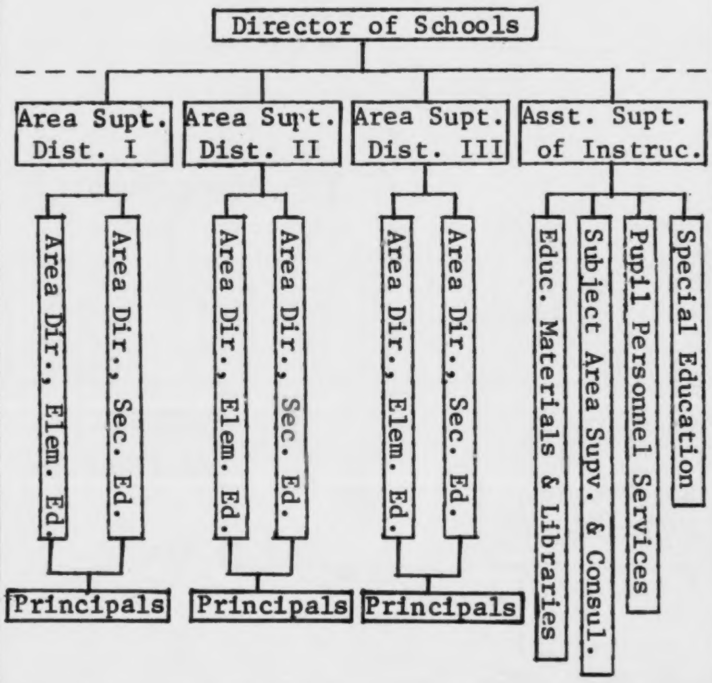
3. Continually evaluates all programs and needs of the schools of the zone to the end that programs will most effectively meet the District's goals.

4. Maintains contact with and evaluates all District programs and services as they affect the operation of the schools of the zone and the goals of the District.

5. Provides educational specifications for all materials, supplies and equipment, and buildings necessary for the operation of the schools of the zone.

METROPOLITAN SCHOOL SYSTEM, NASHVILLE, TENNESSEE

Enrollment, fall 1969: 96,051



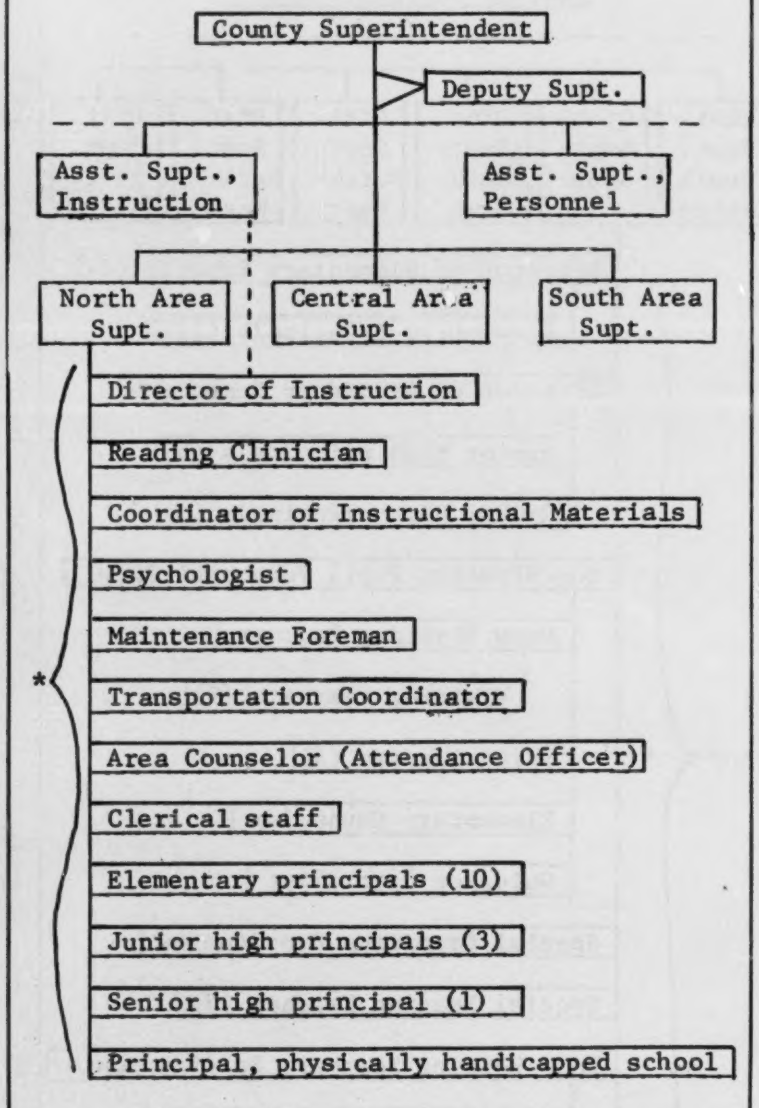
In 1964 the Nashville City and Davidson County governments were merged into a single administrative unit for all governmental purposes. The Metropolitan School System has been divided into three geographical areas of approximately 47 schools each since 1967. Each area has an Area Superintendent and five people to work with him in coordinating the educational program in his area. Two members of his staff are the Directors of Elementary and Secondary Education, shown on the organization chart above. Beginning with the 1969-70 school year many of the testing, attendance, and social workers' offices were assigned to the different areas. The area staffs are especially designed to be responsive to the community problems which develop.

Subject area supervisors continue to be maintained on a system-wide level, directly responsible to the Assistant Superintendent for Instruction. The Area Superintendents occupy administrative positions equivalent to that of the Assistant Superintendent for Instruction, and these four persons report directly to the Director of Schools.

III - SYSTEMS WITH ADMINISTRATIVE DECENTRALIZATION AND DECENTRALIZATION OF INSTRUCTIONAL AND SUPPORTING SERVICES

BREVARD COUNTY, FLORIDA (Titusville)

Enrollment, fall 1969: 62,083


County Superintendent
Deputy Supt.
Asst. Supt., Instruction
Asst. Supt., Personnel
North Area Supt.
Central Area Supt.
South Area Supt.
Director of Instruction
Reading Clinician
Coordinator of Instructional Materials
Psychologist
Maintenance Foreman
Transportation Coordinator
Area Counselor (Attendance Officer)
Clerical staff
Elementary principals (10)
Junior high principals (3)
Senior high principal (1)
Principal, physically handicapped school
*

* *Each area has similar staff and structure.*

Since 1968 the Brevard County Schools have been decentralized into three geographical areas. From offices in each area, the Area Superintendent supervises a staff similar to that shown for the North Area on the above chart. Although the Area Superintendents report administratively to the superintendent, they consult as needed with other central office administrators in their specialized areas, e.g., the Deputy Superintendent on financial matters, the Assistant Superintendent for Instruction on instructional matters, and the Assistant Superintendent for Personnel in his area.

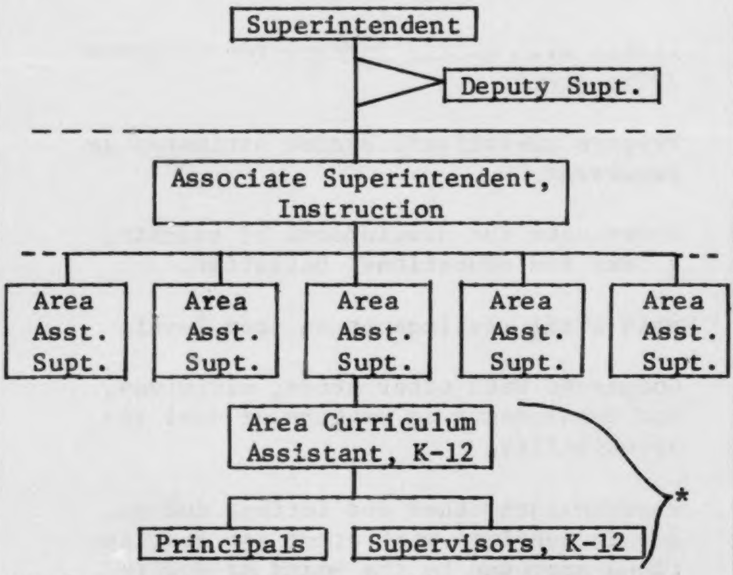
The Director of Instruction in each area has a dual relationship--to the Area Superintendent and to the Assistant Superintendent for Instruction.

The North Area is the smallest of the three areas. The South and Central areas each enroll nearly half again as many students as the North Area.

* * *

BROWARD COUNTY, FLORIDA (Ft. Lauderdale)

Enrollment, fall 1969: 110,500


Superintendent
Deputy Supt.
Associate Superintendent, Instruction
Area Asst. Supt.
Area Asst. Supt.
Area Asst. Supt.
Area Asst. Supt.
Area Asst. Supt.
Area Curriculum Assistant, K-12
Principals
Supervisors, K-12
*

**Each area has similar staff and structure.*

Effective July 1, 1969, the school district of Broward County, Florida, was divided for administrative purposes into five geographical areas, each with grades K-12. Heading each area is an Area Assistant Superintendent. As can be seen from the segment of the organization chart reproduced above, the Area Assistant Superintendents are directly responsible to the Associate Superintendent for Instruction. Not shown on the chart are the other personnel who report to the Associate Superintendent for Instruction--an Assistant Superintendent for Special Educational Projects (e.g., learning resources, vocational and adult education, exceptional children, summer programs), the Director of Testing, and three instructional assistants for lower, middle, and upper schools.

From his office in his own district each Area Assistant Superintendent supervises one Area Curriculum Assistant and one Area Supervisor, K-12, in addition to the principals within his area of responsibility. The duties of the Area Assistant Superintendent, as outlined in the job description, are as follows:

> Provide administrative direction to principals and supervisors in his assigned area, K-12.

Coordinate the work of principals, supervisors and teachers of his assigned area in an effort to improve the instructional program in the area.

Assist in the direction of the inservice training program of the principals, supervisors, and teachers for the purpose of professional improvement and the improvement of instruction in the schools.

Gather and compile information on problems dealing with the instructional program.

Disseminate information on school programs and activities.

Assist with public information programs (PTA, etc.)

Prepare operational budget estimates as requested.

Coordinate the development of teaching guides and educational bulletins.

Hold staff meetings on an area level.

Cooperate with other areas, divisions, and departments in matters of dual responsibility.

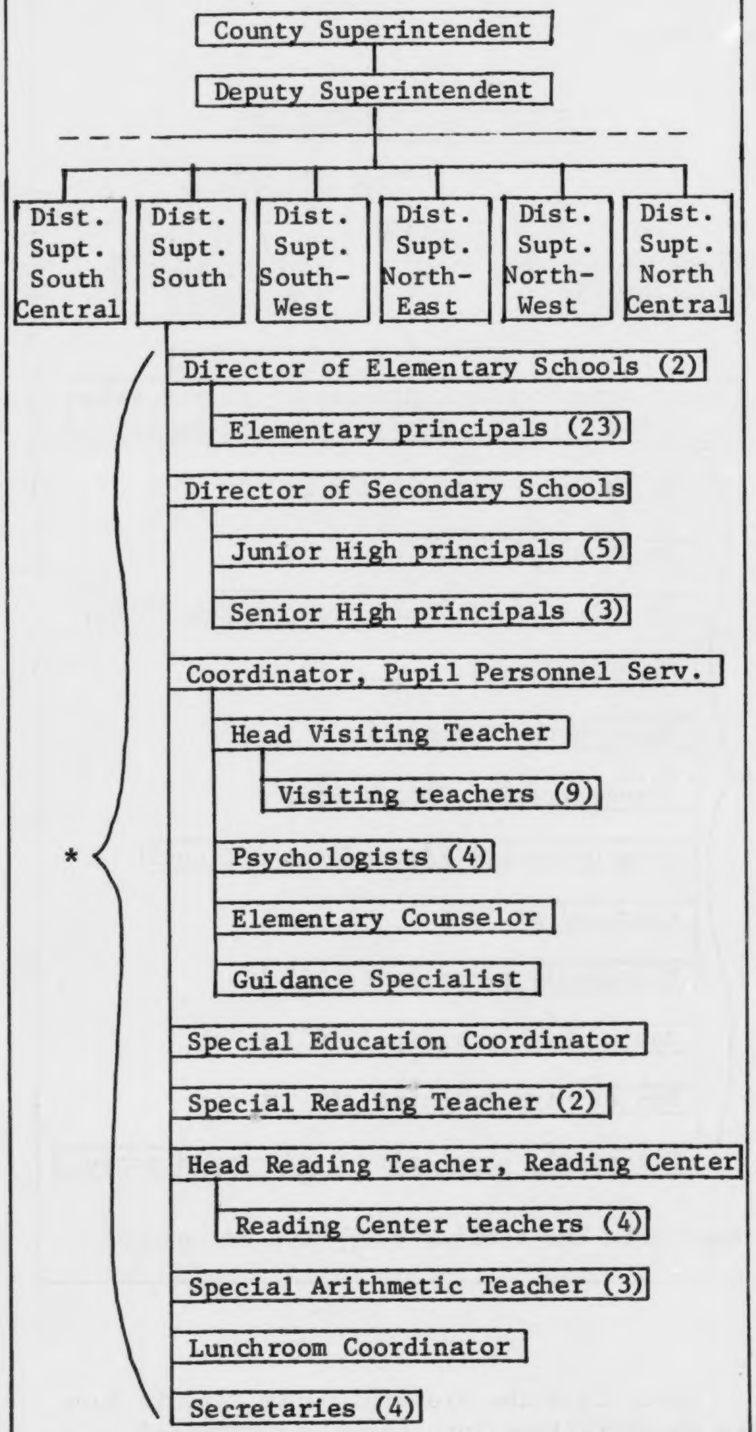
Perform such other and further duties, not in conflict with other job descriptions approved by the Board of Public Instruction, as shall be required.

Subject area supervisors not assigned to each Area Assistant Superintendent, such as those for art, driver education, and physical education, are responsible directly to the Associate Superintendent for Instruction. Supporting services and staff (pupil personnel, transportation, lunchroom, etc.) are directed from the central office.

> The educational program should be determined by its participants: teachers, administrators, parents, board of education, and students. What is needed is a coalition of power, not separatist powers which presently exist. Traditionally there was board-administrator-principal power; the last few years we have seen the growth of teacher power; and today we have student and community power. These separatist power forces must be harnessed and coalesced into "educational power."
>
> William R. Manning in
> *NASSP Bulletin*, October 1969

DADE COUNTY, FLORIDA (Miami)

Enrollment, fall 1969: 142,486


County Superintendent
Deputy Superintendent
Dist. Supt. South Central
Dist. Supt. South
Dist. Supt. South-West
Dist. Supt. North-East
Dist. Supt. North-West
Dist. Supt. North Central
*
Director of Elementary Schools (2)
Elementary principals (23)
Director of Secondary Schools
Junior High principals (5)
Senior High principals (3)
Coordinator, Pupil Personnel Serv.
Head Visiting Teacher
Visiting teachers (9)
Psychologists (4)
Elementary Counselor
Guidance Specialist
Special Education Coordinator
Special Reading Teacher (2)
Head Reading Teacher, Reading Center
Reading Center teachers (4)
Special Arithmetic Teacher (3)
Lunchroom Coordinator
Secretaries (4)

**Each district has similar staff and structure*

Division of the Dade County School District into subdistricts is not new. In the years prior to 1945 the county system was divided into 10 "districts" each with three trustees to supervise local operations and to make recommendations to the County Board of Public Instruction. These districts could and did supplement the general county-wide school tax by a district millage set by vote of the people in each tax district. Funds received county-wide (from taxes set by the Board of Public Instruction) were used throughout the system without regard to a school's location; district taxes were used within the tax districts.

By a referendum in 1945 the 10 tax districts were consolidated into a single tax district coinciding with the countywide district which contained 26 municipalities and a sizable unincorporated area, educating approximately 50,000 pupils.

As early as 1952, when the enrollment had risen to some 74,000 pupils, an independent study of the system recommended a district plan. However, it was not until 1963 when the enrollment totaled 177,092 that serious consideration was given to dividing the county into districts. The Quality Education Committee, a group of 36 lay citizens appointed by the Board, recommended "that the Dade County Public School System be organized into subdistricts under administrative leaders responsible to the Superintendent of Schools, and with the subdistrict offices located within the subdistricts."

On June 12, 1963, the Board approved an interim plan for organizing into four districts, each containing about 50,000 pupils; each district was to be staffed by a District Superintendent, two Elementary Directors, a Secondary Director, 10 visiting teachers, two psychologists, a Cafeteria Coordinator, an operations and maintenance person, teachers on special assignment, and three secretaries. Principals were directed to send all routine reports and contracts involved in the instructional or general education program directly to the district office for processing. Telephone calls concerning allotments, housing needs, parent problems, and so forth were to be directed to the district office. Requests for assistance from county instructional supervisors were to be made either directly to them, to the district office, or to the central office. Regular monthly and annual attendance reports, psychological referrals, matters concerning noninstructional service departments continued to be routed through the central office.

An educational consultant's report, commissioned by the Board in September 1963 and delivered in June 1964, questioned the adequacy of four districts and recommended that six districts be established, each containing approximately 25,000 to 30,000 pupils. Following upon this and other recommendations of the consultant, the administrative staff began in the fall of 1964 to develop a total organizational plan to include:

1. Six administrative districts, each based on the number of principals (rather than the number of pupils), and allowance for future growth of the district.
2. An Administrative Cabinet to include the County Superintendent, Deputy Superintendent, District Superintendents and Associate Superintendents.

   At this time, a Deputy Superintendent, Chief Planner, Budget Director, and Public Relations Advisor were named.

During the 1965-66 school year, administration of educational operations in elementary and secondary schools was for the most part under the direction of the six districts. Exceptions were the area curriculum councils, the rapidly-created programs under federal legislation, and the administration of noninstructional operations. Supervisory services from the central office in the instructional field were moving toward a resource and planning status in reference to district offices. In addition, a seventh district was created to operate on a county-wide basis--for adult and vocational education.

Evaluation of the six-district plan has been continuous since it began in 1965-66. As a result, the responsibilities of the central office and the officials in the individual districts have been more clearly delineated. Dade County's Superintendent E. L. Whigham in 1966 (when he was Deputy Superintendent) outlined the following areas for analysis in an evaluation of the district plan of organization. They might also serve as areas to consider in establishing a district plan.

1. The place and responsibilities of the districts in the total organizational scheme for the county school system.

2. The channels and relative responsibilities of central offices, district offices, and schools for administration and supervision of educational programs and for program planning and development.

3. The relative responsibilities of central offices, district offices, and schools for administration of noninstructional services and the efficiency with which these services are accomplished.

4. Channels and agencies for formulation, implementation, and evaluation of education and administrative policy in the school system.

5. Adequacy of budget, staffing, housing, and other resources provided for district offices and the effectiveness with which these are used.

6. Organization within district offices and the effective use of time by district staffs.

7. Extent to which district offices serve as contact points with community and community groups included in the district.

8. Extent to which district offices relieve the Superintendent and other top level administrators of specific administrative responsibilities, releasing time for central planning and evaluation.

Within the districts, lines of administrative structure are fairly simple and direct. Administrative supervision of junior and senior high schools is assigned to the Secondary Director; and each Elementary Director is responsible for a designated number of the district's elementary schools. All Directors report to the District Superintendent. Visiting teachers work under a head visiting teacher who reports to a Coordinator of Pupil Personnel services; psychologists and guidance personnel also report to this coordinator who reports to the district superintendent. Other staff members--instructional specialists, and the head teacher of the reading clinic--are responsible to the District Superintendent but work on a cooperative basis with the district Directors. Communications of an administrative nature between principals and district offices are usually through the Directors; but direct contact between the District Superintendents and principals is frequent. Regular meetings of principals are scheduled in each district, although the technique for such meetings has developed differently among the districts.

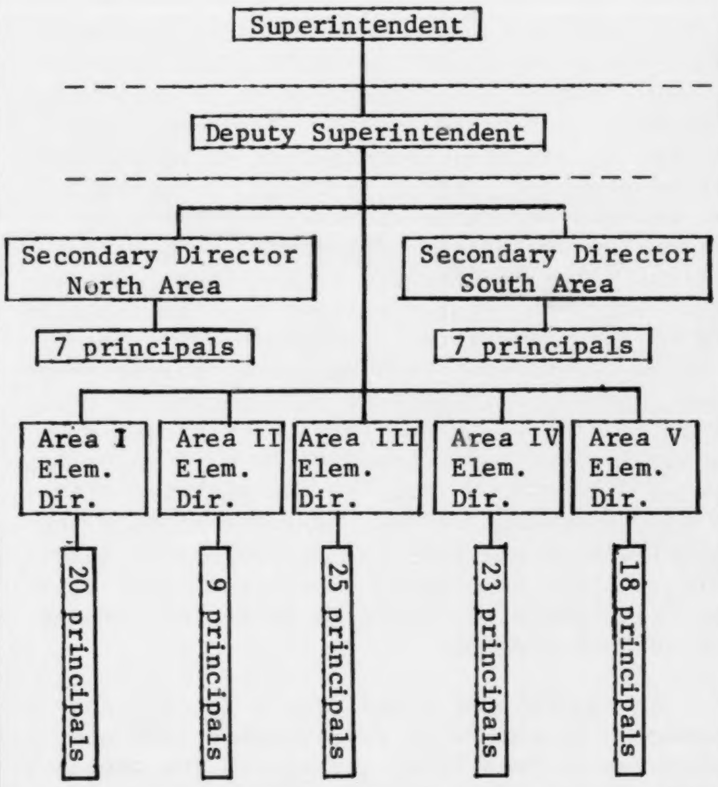
The most comprehensive statement of a District Superintendent's responsibilities was compiled as part of the consultant's report which preceded the reorganization of the system into six districts. The report listed the following responsibilities:

1. Establishes close, effective contact with principals in his district in order to keep informed of their needs and to make available to them his advice and leadership.
2. Develops a district budget sufficient for the purpose of the educational program.
3. Supervises the activities of the district staff to make certain that communications are effective among the schools and that they are receiving the services they require.
4. Meets with other District Superintendents to exchange information which has systemwide value.
5. Encourages his principals to develop programs best suited to the particular requirements of their schools.
6. Brings to the attention of the Deputy Superintendent matters which require action by the Associate Superintendents for Instruction and Operations.
7. Assists principals in selection of personnel.
8. Makes final decisions regarding school attendance lines within his district.
9. Develops projections and plans for changes in population which require increase or decrease in available classroom space.
10. Carries on evaluations of performance of principals and district staff in a manner which will increase the professional effectiveness of these individuals, and makes recommendations for such positions within established salary ranges.

In general, the district plan of organization in Dade County places extensive responsibility on district offices for administration of schools and educational programs, and at the same time, allows county central office administrators greater opportunity for planning and development.

PORTLAND, OREGON

Enrollment, fall 1969: 77,684



Decentralization and reorganization of the administrative structure of the Portland Public Schools is one of the key objectives of the district as it gears up to meet the challenges of the 1970's. Tentative steps made several years ago toward decentralization have been expanded under the leadership of a new superintendent, and further expansion is on the horizon.

Under the Portland system, as it currently operates, the district is divided into five elementary areas with administrative responsibility vested in a director. Administrative offices for these areas are decentralized. The district's 95 elementary schools are all assigned to one of the five areas, and each principal reports directly to his Area Director. In addition, the district's 14 high schools are subdivided into two distinct administrative areas, and the offices of these secondary directors are also decentralized.

All seven of these directors report directly to the Deputy Superintendent for Operations, a new position created in the fall of 1969 in the first of what is expected to be several significant steps toward further administrative reorganization.

A major revision of the top administrative structure of the district was announced this fall with the opening of school. In addition to consolidation of operations under a Deputy Superintendent, three assistant superintendents were deployed to new positions in the administrative structure. The purpose of the reorganization is to set the stage for further decentralization and to provide for more mobility and flexibility in the administration of the schools by bringing the decision-making process closer to the schools and thus principals, teachers, students, and parents.

Formerly responsibility for total district administration and instruction was divided, but these are now all consolidated under the Deputy Superintendent for Operations. All management services, which formerly were divided among several departments have been consolidated under a single administrator who reports directly to the Superintendent. Personnel services for both certificated and noncertificated employees are also now under a single administrator. A new post, filled with a redeployed assistant superintendent, is that of Assistant Superintendent for Planning, Research and Development.

In addition to increasing the mobility of the district and its ability to respond more quickly, the administrative changes also reduce the number of individuals reporting directly to the Superintendent. However, several of the administrators for important services--such as intergroup relations, legislation, and public information--still report directly to the Superintendent. Other school support operations, such as supervision of athletics, are under the jurisdiction of the Deputy Superintendent for Operations.

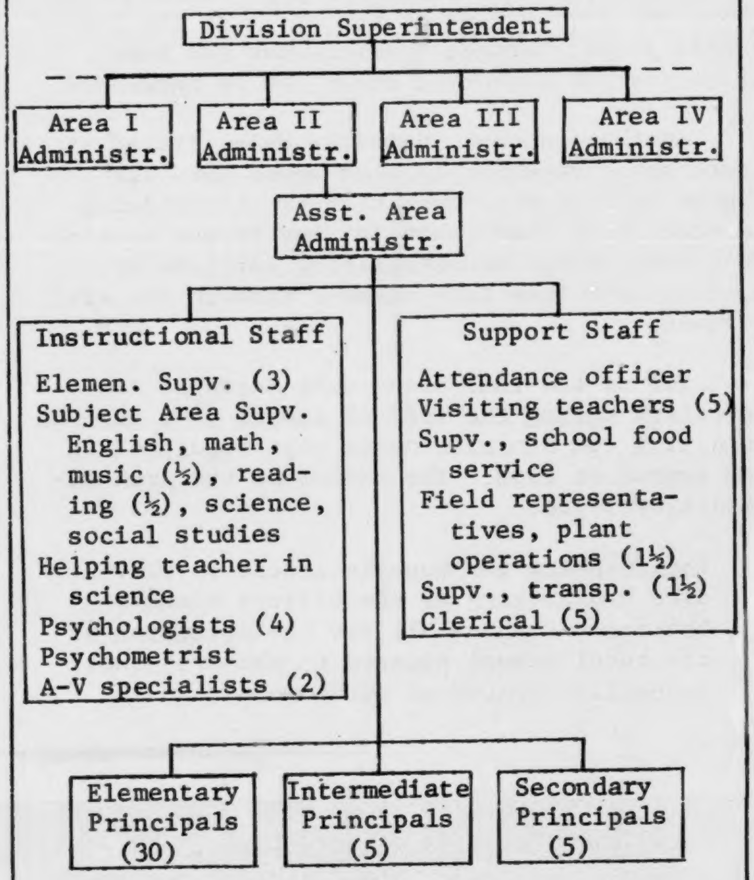
During the months ahead, the thrust toward decentralization and reorganization will continue. Major recommendations are expected from time to time throughout the year, but the ultimate goal seems clear. The new directions toward which the district is pointed will certainly include ultimate division of the district into K-12 administrative units. As time passes these plans will be implemented in an orderly and logical fashion. At the same time a companion decentralization of essential central office administrative, curricular and instructional materials services will take place. Under such a program the Model Schools, which provide compensatory education, would undoubtedly become part of a larger administrative unit.

In essence, Portland school district is in transition toward greater local autonomy, greater decentralization, and greater citizen involvement in the operations of the city schools.

Basically the district's current administrative structure is in transition. Further changes are expected to be made during the remainder of the 1969-70 school year and before school opens in Fall 1970. But the objective will be the same--to provide a more flexible and responsive organization with quickened reflexes designed to meet the needs of the schools of the 70's.

FAIRFAX COUNTY, VIRGINIA (Fairfax)

Enrollment, fall 1969: 129,979


Division Superintendent
Area I Administr.
Area II Administr.
Area III Administr.
Area IV Administr.
Asst. Area Administr.
Instructional Staff
Elemen. Supv. (3)
Subject Area Supv.
English, math, music (½), reading (½), science, social studies
Helping teacher in science
Psychologists (4)
Psychometrist
A-V specialists (2)
Support Staff
Attendance officer
Visiting teachers (5)
Supv., school food service
Field representatives, plant operations (1½)
Supv., transp. (1½)
Clerical (5)
Elementary Principals (30)
Intermediate Principals (5)
Secondary Principals (5)

** Each area has similar staff and structure.*

Coordinated decentralization in Fairfax County Public Schools is designed to make a large, suburban system more manageable, improve lines of communication, and bring the services and programs individual schools offer closer to the people the system serves. Planning for administrative reorganization in Fairfax County Public Schools has taken a somewhat different approach from that found in some city school systems where racial imbalance and community control are primary issues.

The Fairfax County school system serves a population nearing 450,000 people, spread out in a number of neighborhoods and communities over a geographic area of more than 400 square miles. The schools presently serve approximately 130,000 pupils, employ some 6,000 teachers, 150 principals, plus other support personnel for a staff totaling 10,000. It is difficult for even a large and well-organized centralized staff to stay in direct contact with the problems of so many people and provide the professional leadership and competency through planning and research necessary to assure that educational goals are achieved throughout the County.

After spending considerable time examining the operational setup of the schools in Fairfax County and elsewhere, the School Board and administration, under then-Superintendent E. C. Funderburk, decided in 1967 to adopt the area plan, dividing the school system into four geographical areas. Boundaries were drawn to give each area approximately equal population and about the same number of schools. As the population grows, further subdivisions can take place and the number of areas can be increased.

Another concept currently being tested as coordinated decentralization moves into its second full year of operation is centralizing instructional leadership for curriculum continuity, K-12, while decentralizing services by putting resources into schools through the area offices.

Two of the four areas were assigned Administrators during the 1967-68 school year and the remaining two Administrators were appointed in the summer of 1968. The duties of the Area Administrator are:

1. Representing the Superintendent in the area and serving as the officer administratively responsible for the operation of the total school program in the area (not to be interpreted as autonomous).
2. Working with and through principals for the continuous improvement of the schools in the area.
3. Interpreting and reporting to the superintendent (or persons designated by the superintendent) the needs of the area--curriculum, budgetary requests, instruction, school services, etc.
4. Coordinating into a team operation the work of the various specialists who assist with and supervise the instructional program.
5. Working with citizen groups in every appropriate way and using their help to improve the schools.

Each of the four administrators is an arm of the Superintendent's office in the field, a "line" officer with direct responsibility and authority to carry School Board policies and administrative regulations to the individual school level. The Administrator is located in a school or office within his geographic area. (Plans are to have quarters for each Administrator separate from a school building.)

The personnel who remain at the administrative headquarters office in Fairfax are "staff" officers. The Area Administrator has a coordinated relationship with the centralized school services, including finance, research, personnel, supply, maintenance, construction and school-community relations.

Curriculum and supervisory personnel, formerly assigned to the central administration building, have been reassigned to each of the four geographical areas to provide the staff outlined in the organization chart which precedes this article.

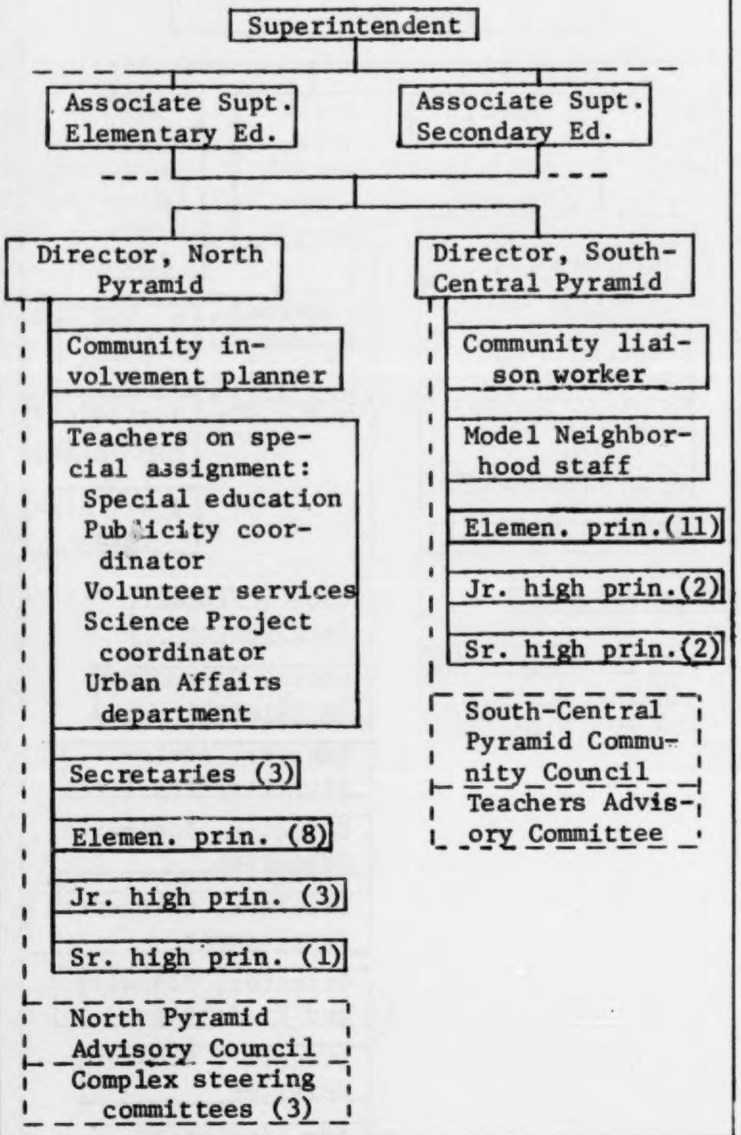
A recent survey of the NEA Research Division asked a scientifically selected sample of classroom teachers the following question: *A major issue facing city school systems is community control whereby a local school board is elected to govern the schools in that particular section. Do you believe that this elected board should have the following rights?* The six items and the percent of teachers answering "Yes" is as follows:

	Urban teachers	All teachers
Determine curriculum (in accordance with minimum state standards and with the advice of educators)	60.5%	56.6%
Establish priorities for budget allocations	68.5	68.3
Hire administrators who meet state standards	77.4	83.6
Hire teachers who meet state standards	71.2	74.2
Transfer teachers and administrators, using a system of due process	50.7	51.3
Dismiss teachers and administrators, using a system of due process	51.0	58.1

IV - SYSTEMS WHICH ARE IN THE PROCESS OF DECENTRALIZING AND PROVIDING FOR COMMUNITY PARTICIPATION, I.E., SYSTEMS IN WHICH ONLY A FEW AREAS HAVE BEEN PLACED UNDER A LOCAL ADMINISTRATOR

MINNEAPOLIS, MINNESOTA

Enrollment, fall 1969: 67,000


Superintendent
Associate Supt. Elementary Ed.
Associate Supt. Secondary Ed.
Director, North Pyramid
Director, South-Central Pyramid
Community involvement planner
Teachers on special assignment:
Special education
Publicity coordinator
Volunteer services
Science Project coordinator
Urban Affairs department
Secretaries (3)
Elemen. prin. (8)
Jr. high prin. (3)
Sr. high prin. (1)
North Pyramid Advisory Council
Complex steering committees (3)
Community liaison worker
Model Neighborhood staff
Elemen. prin.(11)
Jr. high prin.(2)
Sr. high prin.(2)
South-Central Pyramid Community Council
Teachers Advisory Committee

Unlike most of the other school systems in this report, administrative decentralization in Minneapolis at the present time does not involve subdividing the total district into subdistricts or areas. In Minneapolis, as in Seattle and Washington, D. C., decentralization means a decentralizing of services and decision-making to two or more carefully delineated areas and at the same time strengthening the involvement of the community in the operation of the schools. In Minneapolis, these areas are referred to as "pyramids." The elementary schools feed the junior high schools which in turn feed a given senior high school--thus a pyramid is created with the senior high school at the pinnacle.

In presenting the rationale for establishing a pyramid organization, Superintendent John B. Davis, Jr., stated the following purposes: 1) to open the lines of communication among schools; 2) to develop cooperative and collaborative programs; and, 3) to insure that particular facilities and competencies of teachers and staff are shared to permit decision-making at the level where problems and opportunities exist and by this process of decentralizing to improve the administrative facility of the school system.

The first of the two pyramids which now exist in Minneapolis, the North Pyramid, was established in 1967. As shown in the organization chart, the North Pyramid is headed by a Director, who supervises the staff shown from an educational center in the area. It will be noted that most of the services provided by the center involve community action programs. The 12 schools in the pyramid enroll about 10,000 pupils. Curriculum and instructional supervisory personnel, as well as supporting services, continue to come from the central administration building but increasingly staff is stationed within the pyramid administration.

Each junior high school and its feeder elementary schools form a "complex." Each complex has a steering committee--a representative group of teachers which provides communication between elementary and secondary teachers. Each steering committee includes three teacher representatives from each school building, including North High School, one principal, and the North Pyramid director. These three complexes meet together twice a year.

An "advisory council" is the general name given to groups of parent-community representatives who meet monthly to express school needs felt by the community. Each complex has an elected citizens advisory council and the North Pyramid Advisory Council is formed by two representatives from each of the eight elementary school attendance areas.

Early in 1969, the second pyramid was designated in the South-Central part of Minneapolis. Schools in the pyramid include eight elementary schools designated as Model Neighborhood schools under the federal program and three elementary schools which, although not part of the Model Neighborhood, feed its junior high schools. Also in the South-Central Pyramid are two junior high and two senior high schools. Total enrollment in this pyramid is about 10,500. As in the North Pyramid, the pyramid director is responsible for the financial aspects of the pyramid as provided in the annual district budget and for the selection and evaluation of principals and faculty. In addition to the personnel already appointed to the Model Neighborhood, the Director has a community liaison worker to assist him in carrying out the responsibilities of his office and to assist in the never-ending search for more effective ways to operate schools. The initial configuration of the 15 schools in the South-Pyramid is scheduled for total re-evaluation in early 1970.

The South-Central Pyramid Community Council is an elected sixty-member advisory group composed of parents, citizens, faculty, and students and meets monthly. In addition, there is a teachers advisory committee which meets regularly with the pyramid director. A science center serving elementary teachers has been established and, jointly financed by the North Pyramid and the South-Central Pyramid, there is an elementary level instructional materials center for reading.

While the organization chart shows the line of authority in both pyramids from the Superintendent on through the Associate Superintendents for Elementary and Secondary Education to the pyramid Director to the building principals, considerable latitude is inherent in the Director's role.

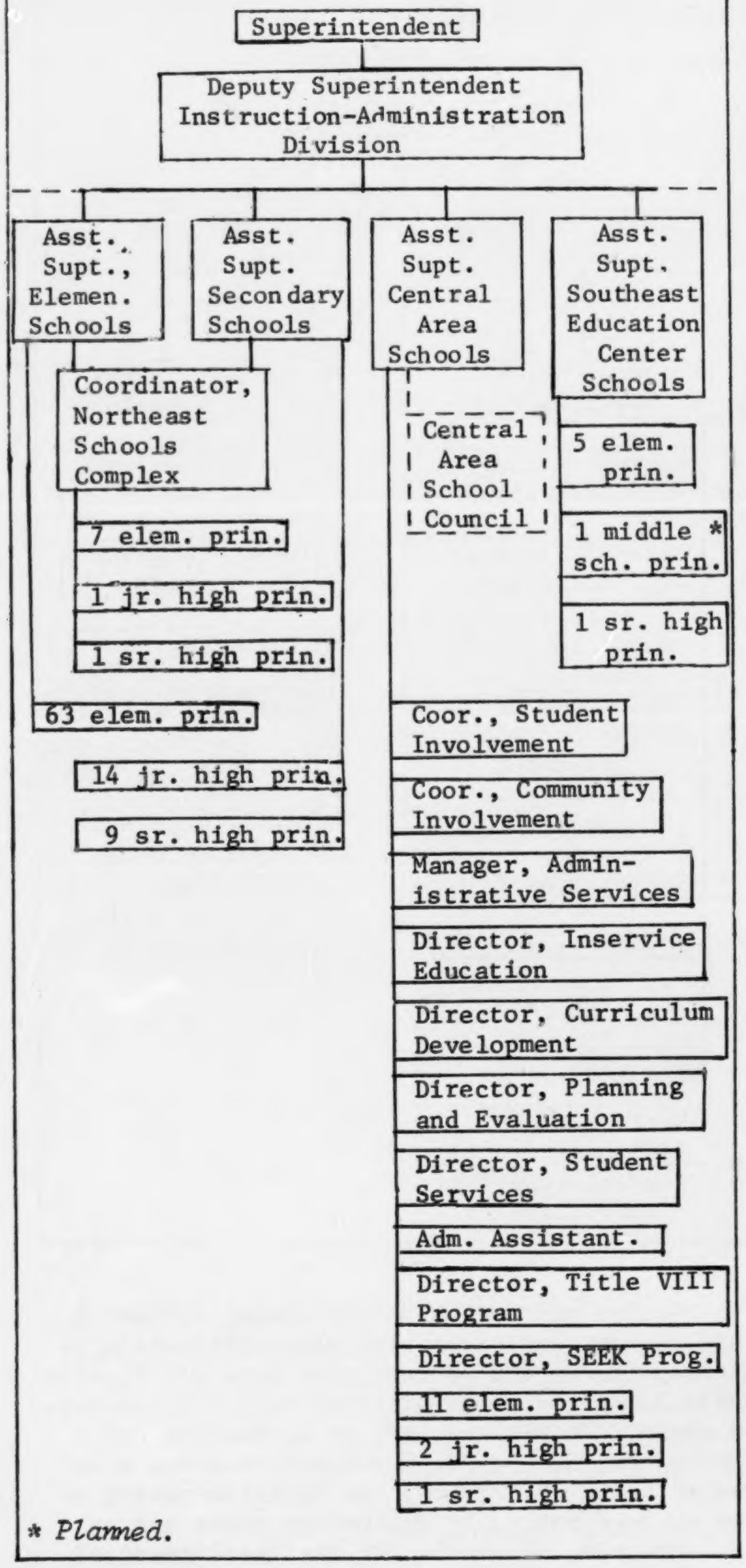
NECESSARY PRECAUTIONS IN UTILIZING PUBLIC PARTICIPATION

1. The administrator must be sincere in seeking lay participation and must not use it as a cloak to secure board-conceived or staff-conceived ends.
2. The administrator must exert strong leadership and must make sure that board members, staff members, and lay participants are adequately educated and oriented as to the purposes and functions of lay participation.
3. The administrator should not attempt to dominate participatory activities.
4. The participatory group should be broadly representative of the entire community.
5. Participants should be brought into action when activities are in their developmental stage, not after programs have been developed.
6. Participants should be kept informed as to the progress of the participatory undertaking.
7. As a means of facilitating progress and reducing friction, the administrator should give attention to such minutiae as: scheduling meetings at the convenience of participants, providing suitable office space, and providing adequate stenographic and clerical assistance.

John L. Miller in
NASSP Bulletin, December 1968

SEATTLE, WASHINGTON

Enrollment, fall 1969: 89,502


Superintendent
Deputy Superintendent Instruction-Administration Division
Asst. Supt., Elemen. Schools
Asst. Supt. Secondary Schools
Asst. Supt. Central Area Schools
Asst. Supt. Southeast Education Center Schools
Coordinator, Northeast Schools Complex
7 elem. prin.
1 jr. high prin.
1 sr. high prin.
63 elem. prin.
14 jr. high prin.
9 sr. high prin.
Central Area School Council
Coor., Student Involvement
Coor., Community Involvement
Manager, Administrative Services
Director, Inservice Education
Director, Curriculum Development
Director, Planning and Evaluation
Director, Student Services
Adm. Assistant.
Director, Title VIII Program
Director, SEEK Prog.
11 elem. prin.
2 jr. high prin.
1 sr. high prin.
5 elem. prin.
1 middle sch. prin. *
1 sr. high prin.

* *Planned.*

Currently Seattle has three decentralized areas, designated as "experimental clusters." A fourth cluster has been proposed. In general the clusters differ in their predominant socioeconomic make-up, their organizational structure, and the proposed direction of change.

The Southeast Education Center is a decentralized cluster of seven schools which, when completed, will serve about 5,000 children from predominantly middle income families living in the southeast part of Seattle.

The decision to develop this experimental cluster grew from a statement issued to the public in 1966 describing continuous progress education. Solutions at that time were being sought to problems of facilities, quality instruction, and community participation in educational decisions. The search resulted in the educational concepts now being developed at the Southeast Education Center.

Several important planning actions have been taken since 1966. At the outset, a lay committee of about 100 people studied continuous progress education for over a year. After the committee's generally supportive report, an administrative task force was formed to develop new plans adjusted to the committee's recommendations.

School board response to these plans resulted in establishment of a planning team within the southeast area. Planners were supported by a lay committee of about 60 residents of the area. This committee has taken part continuously in the development activities.

After the formation of planning groups, a number of educational consultants were invited to provide a general orientation to the problems confronting the school district. Over a period of about 10 weeks, the consultants met in open sessions with teachers, principals, planners, and members of the public. Planning and development activities have continued.

The efforts of many individuals, agencies, and institutions have supported the project by way of funding, consultant services, and other resources. Many local agencies in Seattle have participated in developing school-community concepts.

The Central Area Schools are a cluster of 11 elementary schools, two junior high schools, and one high school serving about 9,000 children and young adults. The school population of this area is 56 percent black, 33 percent white, and 11 percent Chinese, Japanese, Filipino, and Indian.

On March 29, 1969, the central community elected a council of 16 members to advise the school board about the educational services for the public school children of the area. Five of the members of the council were elected at large, and 11 were elected by elementary school area, each member to serve a two-year term. The council will participate in all important decisions affecting the area schools. Input to the council may be either self-initiated or initiated by the area administrator. The election was organized and conducted by a group of area residents known as the Ad Hoc Committee for Central Area Schools, with whom representatives of the school district had carried on negotiations during the preceding seven months.

One of the agreements the Council and the School Board reached was that the area schools, which were managed by the district's Elementary and Secondary Division Assistant Superintendents, would be administratively decentralized and placed under the direction of a special area administrator.

On July 1, 1969, the special Central Area school administrator assumed management responsibilities for this cluster. The area Assistant Superintendent, who reports directly to the Deputy Superintendent, will function through an area supporting staff, as shown in the organization chart at the beginning of this article. The area Assistant Superintendent will be responsible for placement of pupils, selection of staff, development of budgets and programs, and use of facilities.

The Central Area, not unlike central communities of other large cities, is characterized by widespread pupil-staff-community unrest, extremes in pupil-staff morale, staff and resident out-migration, black-white membership imbalance, social and educational militancy, extremes in economic and educational attainments, great expectation of education, strongly expressed differences about educational services, and insistence upon community participation in setting educational goals. It is not anticipated that solutions to this host of problems will occur as a result of the election of a school council and the selection of an area administrator. However, it is expected that the actions taken by the school board and the community will permit quicker and more precisely measured responses to educational needs, will bring about the development of quality educational programs with relevance, will stimulate innovative educational strategies, will activate greater community-school cohesion, and will intensify study of the problems confronting Seattle and its central community.

Northeast Educational Complex. Planning began in 1968 in the northeast part of Seattle to link nine schools--one high school, one junior high, and seven elementary schools--by decentralizing certain administrative authorities, redistributing into a 4-4-4 organization, and articulating programs. When the complex goes into full operation, about 7,433 pupils will be served by the 419 staff members among the nine schools. Four goals were established by the planners:

1. Continuous progress education for all pupils K-12.
2. A total community educational program.
3. Linkage of the services of all community agencies.
4. Cultural educational programs for both youth and adults.

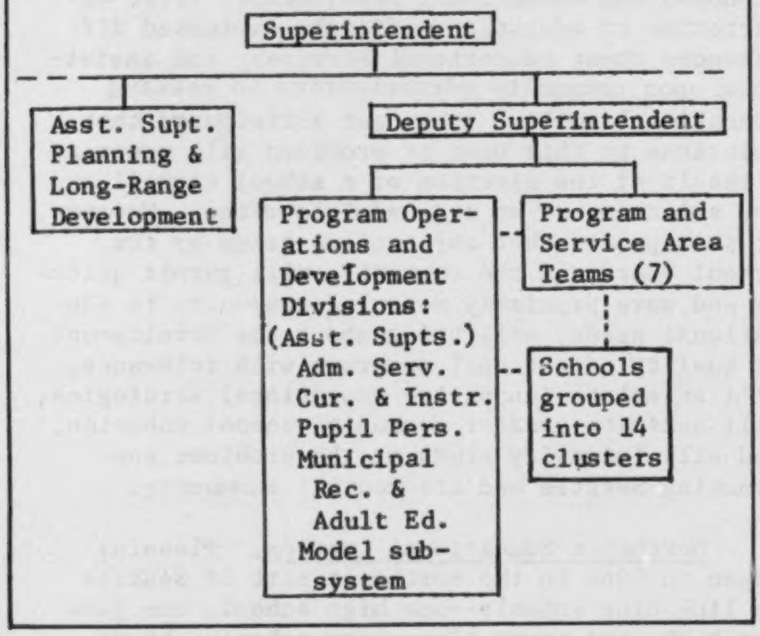
Initial planning efforts have been directed toward more efficient use of personnel, facilities, and other instructional resources in the high school, junior high school, and two of the elementary schools. Future plans call for articulation of programs and resources of the five other elementary schools.

Responsibility for the management of planning and development functions was assigned to a Coordinator of the Northeast Educational Complex in April 1969.

The Seattle school district is planning further decentralization of administrative functions, which could result in from six to eight areas organized K-12. (At present only the three decentralized areas operate K-12; the remaining schools are in a 6-6 administrative pattern.) The next decentralized area planned is North Central area.

MILWAUKEE, WISCONSIN

Enrollment, fall 1969: 132,687


Superintendent
Asst. Supt. Planning & Long-Range Development
Deputy Superintendent
Program Operations and Development Divisions: (Asst. Supts.) Adm. Serv. Cur. & Instr. Pupil Pers. Municipal Rec. & Adult Ed. Model subsystem
Program and Service Area Teams (7)
Schools grouped into 14 clusters

In 1967 a study commissioned by the Milwaukee Public Schools from the Academy for Educational Development recommended that the school system be divided into five districts, each with its own school board and district administrator. The administration recognized the value of decentralization, but felt that separate, autonomous districts would not be in the best interest of the schools.

The administration proposed, instead, a plan for decentralization of some programs and services under a single board of education and central administration. As a result of this, the Milwaukee public school system has a centralized structure for most basic operations in the areas of program and business. However, local schools have been grouped into 14 clusters for localized planning and communications on a K-12 basis. Each cluster centers around a senior high school and includes the feeder junior high and elementary schools. As can be seen from the organization chart, supervisory and supporting services personnel have been divided into seven Program Service Area Teams, each team assigned to two clusters with characteristics contrasting in regard to race, pupil achievement and the socioeconomic status of families. These teams report directly to the Deputy Superintendent.

The assignment of team leaders is another step in implementing the Cluster and Program Service Area organizations. Emphasis is placed on the Cluster and PSA organization as a means of striking a balance between centralization and decentralization. In a sense, the assignment of PSA team leaders brings together two aspects of the operations which received heavy emphasis in 1968-69--development of the Cluster and Program Service Area potential and reorganization of central office responsibilities.

Two team leaders have been assigned to each Program Service Area, one with an elementary curriculum and instruction background and one who has focused on the secondary curriculum and instruction. In the case of Program Service Area IV, there are three team leaders assigned, two with secondary backgrounds, and one with an elementary background.

It should be noted that the assignment of team leader responsibilities to certain staff members does not relieve them of city-wide responsibilities which they have held and will continue to hold in a specific subject field and/or grade level. In essence, then, there are two dimensions to each team leader's role; he serves as a generalist for one PSA, but as a specialist city-wide.

Within the dimension of "generalist," the "team leader" will serve several different functions:

1. He will provide liaison between PSA principals and the central office. In this regard, he will attend all PSA meetings, and, if agreeable with the Cluster Chairmen, all Cluster meetings in order to facilitate two-way communication between principals and central office personnel.

2. He will serve as a resource person for principals and staffs as they study needs and work for program improvement. As a staff develops a program proposal, the principal can call upon the team leader not only for his own expertise, but also for securing resource persons in specialized areas.

3. He will provide leadership in program development through his work with princi-

pals and central office staff members. The immediate task of the team leaders will be to follow up with all principals who submitted program proposals during the previous school year.

4. He will be a coordinator of an interdisciplinary central office "in-house" team, initially composed of several staff members from the Department of Elementary and Secondary Education. Other personnel from the central office are also being assigned to responsibilities on a cluster and/or PSA basis, e.g. budget analysts, psychologists, social workers. Having the in-house team available to and coordinated by the team leader should significantly assist in accomplishing the needed communication among central office departments working with designated groups of schools, and should also make the team leader more effective in his capacities as liaison, resource, and leadership person.

Also reporting directly to the Deputy Superintendent are the administrators of the four Program Operations and Development Divisions--the Assistant Superintendents for Administrative Services, Curriculum and Instruction, Pupil Personnel, and Municipal Recreation and Adult Education. Each of these divisions provides central office backup to the specialists on the seven teams.

Milwaukee has one federally-funded inner-city subsystem project. Community-oriented, it involves five schools in the North Division High School area. This cluster of five schools has about 15,000 pupils--52 percent of the economically deprived pupils in the city. Recommendations for changing these schools have been made by an advisory council of teachers, parents, principals, supervisors, and a teacher elected by students. In each of the schools there is an elected advisory board giving roughly equal representation to parents, teachers, administrators, and students (in secondary schools). The central board still holds final control in all matters.

V - SYSTEMS WITH ADMINISTRATIVE DECENTRALIZATION AND COMMUNITY PARTICIPATION IN SOME OR ALL OF THE SUBDISTRICTS.

LOS ANGELES, CALIFORNIA

Enrollment, fall 1969: 650,000

Decentralization in Los Angeles has taken on a new dimension--local school community involvement. The impetus for community involvement came as the result of a policy statement by Superintendent Jack Crowther early in the 1968-69 school year. In this statement, which was directed to the administrators of the district's 608 schools, he said: "Within the guidelines established by the State and the Los Angeles Board of Education, it is my intent that principals, teachers, and community personnel at the local school level plan the program of education for the school which best meets the needs of pupils and the needs of the community."

Later in the year in a presentation to the State Senate Education Committee, Deputy Superintendent J. Graham Sullivan further delineated the position of the district in regard to community involvement and reinforced the district commitment to a decentralized organizational structure. He told the committee: "We see decentralization as a twofold process. First, we see it as a process in which supervision and services are decentralized... Second, we see decentralization as a concept in which the responsiveness of individual schools is greatly accelerated to meet the needs and aspirations of each community. This type of decentralization, we feel, will encourage and help create greater participation and involvement in the decision-making process at the local school level, by community and staff." Since that time, the district has been moving to develop and implement this dual concept of decentralization.

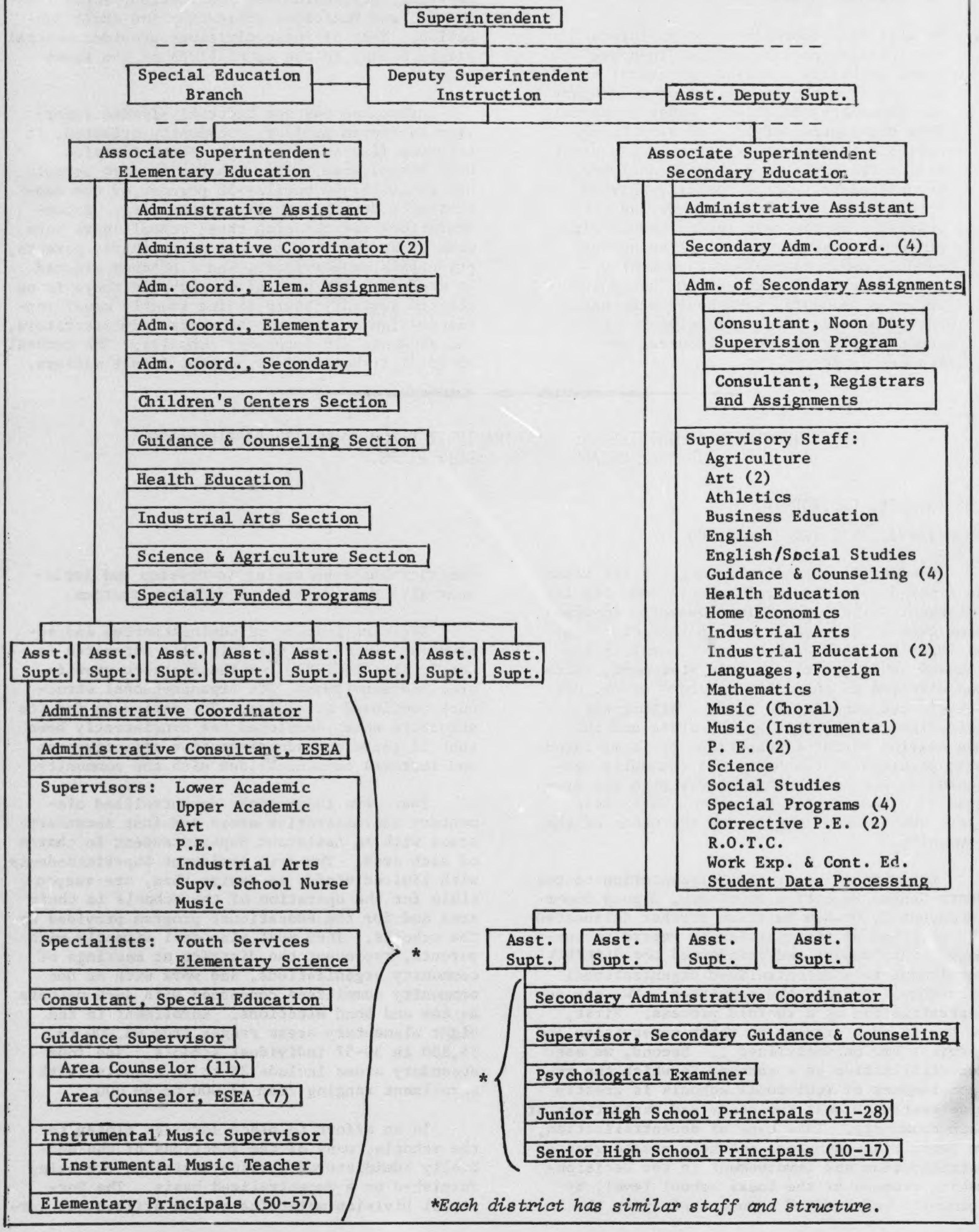
Decentralization of administrative and supervisory functions was initially attempted in Los Angeles in 1930. As the district grew in area and enrollment, its organizational structure continued to evolve. The rationale for the structure which developed has consistently been that it increases administrative effectiveness and improves communications with the community.

There are today eight decentralized elementary administrative areas and four secondary areas with an Assistant Superintendent in charge of each area. The Area Assistant Superintendents, with limited staffs to assist them, are responsible for the operation of the schools in their area and for the educational program provided by the schools. They must also deal directly with parents, represent the district at meetings of community organizations, and work with ad hoc community committees concerned with such matters as tax and bond elections. Enrollment in the eight elementary areas ranges from 43,000 to 56,800 in 50-57 individual schools. The four secondary areas include 28 to 46 schools, with enrollment ranging from 42,000 to 99,000.

In an effort to place services closer to the schools, many of the functions of the centrally administered service divisions are being furnished on a decentralized basis. The Personnel Division maintains branch offices for cer-

LOS ANGELES, CALIFORNIA

Enrollment, fall 1969: 650,000


Superintendent
Special Education Branch
Deputy Superintendent Instruction
Asst. Deputy Supt.
Associate Superintendent Elementary Education
Administrative Assistant
Administrative Coordinator (2)
Adm. Coord., Elem. Assignments
Adm. Coord., Elementary
Adm. Coord., Secondary
Children's Centers Section
Guidance & Counseling Section
Health Education
Industrial Arts Section
Science & Agriculture Section
Specially Funded Programs
Asst. Supt.
Asst. Supt.
Asst. Supt.
Asst. Supt.
Asst. Supt.
Asst. Supt.
Asst. Supt.
Asst. Supt.
Admininstrative Coordinator
Administrative Consultant, ESEA
Supervisors: Lower Academic
Upper Academic
Art
P.E.
Industrial Arts
Supv. School Nurse
Music
Specialists: Youth Services
Elementary Science
Consultant, Special Education
Guidance Supervisor
Area Counselor (11)
Area Counselor, ESEA (7)
Instrumental Music Supervisor
Instrumental Music Teacher
Elementary Principals (50-57)
*
Associate Superintendent Secondary Education
Administrative Assistant
Secondary Adm. Coord. (4)
Adm. of Secondary Assignments
Consultant, Noon Duty Supervision Program
Consultant, Registrars and Assignments
Supervisory Staff:
Agriculture
Art (2)
Athletics
Business Education
English
English/Social Studies
Guidance & Counseling (4)
Health Education
Home Economics
Industrial Arts
Industrial Education (2)
Languages, Foreign
Mathematics
Music (Choral)
Music (Instrumental)
P. E. (2)
Science
Social Studies
Special Programs (4)
Corrective P.E. (2)
R.O.T.C.
Work Exp. & Cont. Ed.
Student Data Processing
Asst. Supt.
Asst. Supt.
Asst. Supt.
Asst. Supt.
*
Secondary Administrative Coordinator
Supervisor, Secondary Guidance & Counseling
Psychological Examiner
Junior High School Principals (11-28)
Senior High School Principals (10-17)

**Each district has similar staff and structure.*

tificated and classified personnel. Maintenance areas have been set up to coincide with the elementary administrative areas. Welfare and attendance services are directed from area offices. Most recently, curriculum development centers have been opened and are operating in several areas.

Community involvement as an aspect of a dual approach to decentralization was not new in Los Angeles when it was described to the State Senate Committee. For many years PTA and parent groups have provided an opporunity for parents to participate in school affairs. With the arrival of ESEA Title I funds, advisory committees were established in schools receiving these funds. Advisory groups were also being used in many of the other secondary schools. Particular stress had been placed on formal community involvement in two ESEA Title III funded experimental projects.

Now in its third year, the Area Program of Enrichment Exchange project is an innovative organizational plan for extending the educational opportunities available to pupils in five midcity high schools. It utilizes a university concept and takes advantage of the unique skills and backgrounds of the teaching staffs to offer a wide variety of courses. Through the use of buses, pupils in one of the participating schools can take courses in their major field offered in one of the other schools. The project was developed with the assistance of a community advisory committee, and the committee has continued to play an important part in decisions affecting the ongoing program.

Following a lengthy planning period which involved community representatives from the inception, the Jordan and Garfield Educational Complex projects were initiated last year. The Jordan Complex in the predominantly Negro Watts area, and the Garfield Complex in the largely Mexican-American area of East Los Angeles are organized to achieve close articulation between the participating elementary, junior high, and senior high schools. They provide for the involvement of parents, other community representatives, and school staffs on local school and complex advisory committees. At both the school and complex levels the advisory committees advise and assist in planning such programs as family centers and a primary reading program. In addition, the advisory committees serve as key links in the communications between the schools and the community.

Still another broadly based community advisory group emerged later in the 1968-69 school year. The Mexican-American Education Commission was set up with the approval and support of the Board of Education. It is advisory to the Board and is, in effect, a spokesman for the large Los Angeles Mexican-American community.

Conceived as the direct result of Superintendent Crowther's call for increased community involvement at the local school level, a "Thirteen School Project" became the focal point of the district's thrust toward this goal. Later expanded to 18 schools and designated "Project Eighteen," it is specifically concerned with: (1) identifying ways in which the community and school staff can be significantly involved in decisions about the educational program at the local school level; (2) determining what changes can and should be made in current educational programs; and (3) discovering how desirable changes in educational programs can best be accomplished. Coordination for the project comes from the staff of the ESEA Title III Center for Planned Change.

Principals of the Project Eighteen schools have been given the authority to make changes in their educational programs in order to better meet pupil needs and to reflect community aspirations. It is expected that they will provide for the participation of the school staffs and community representatives in identifying and planning these changes. To assist them in their planning the schools have received a small budget supplement from district funds and the freedom to readjust their regular budget allocations for supplies, equipment, books, and other instructional materials.

In the nine elementary schools participating in Project Eighteen, school-community planning councils have been organized. These groups vary in size from 10 to 20 people, including school staff representatives, parents, and other community representatives. For the most part the faculty members are elected and are in the minority on the councils. The majority of parent representatives are elected and the other community representatives tend to be appointed. The councils have aided in identifying pupil and community needs, in assessing school and community resources, and in proposing new and innovative educational programs.

The nine secondary schools in Project Eighteen have utilized their school-community advisory committees as the basis for community involvement. The committees are most frequently made up of elected teacher representatives and appointed community representatives. In several cases large numbers of interested parents have been invited to serve on subcommittees concerned with some aspect of the schools' educational program. At each secondary school the principal has been encouraged to develop a model uniquely adapted to the requirements of that school.

Although brief, the experience of the Project schools in providing for formal community involvement in decisions affecting their educational program has had an impact on other schools. Suggested guidelines for staff and community involvement in planning educational change have been developed and made available to all schools. The guidelines are flexible and necessarily tentative. It is expected that they will be reviewed and changed as the Project

Eighteen schools gain further experience and identify new answers to the problem of community involvement.

Looking ahead, it is essential that the Los Angeles City Unified School District maintain its commitment to the dual concept of decentralization. Provision for change must be made to ensure the flexible deployment of district resources required to support the schools. Efforts will have to continue in individual schools to plan programs of education which effectively meet pupil needs. To carry out the planning, a significant level of community involvement is going to have to become a reality in every school. Decentralization, approached in this way, becomes a process with community involvement taking place at the most significant level, the school.

SAN DIEGO, CALIFORNIA

Enrollment, fall 1969: 125,000

The subdivision of the San Diego Unified School District follows a pattern of compartmentalized decentralization. All Directors of secondary school areas report to the Assistant Superintendent of the Secondary Schools Division, and Directors of the elementary school regions report to the Assistant Superintendent of the Elementary Schools Division.

Four of the elementary Directors supervise two "areas" each. A ninth area, the largest (20 schools), is supervised by Region D Director, who also has responsibility for the work of the compensatory education, prekindergarten, and Operation Follow-Through coordinators.

The tenth elementary area, containing five schools is under the supervision of the Director of the Inner City Project; the Inner City Project also includes a junior and a senior high school.

The Inner City Project was planned to involve parents in a very real way in educational decision-making. The first task was to explain the Inner City Project to the parents. This was done in a series of meetings in each of the separate schools, and in all cases meetings were conducted in both English and Spanish. Following these meetings, additional meetings were held (in English and Spanish) for the purpose of permitting parents (and parents only) to nominate those who would be running for the position of advisory council representative. Elections were set up in each of the seven schools, and regular polling booths were obtained from the Registrar of Voters, along with locked bags in which ballots were placed. Every effort was made to provide the parents with a feeling of security and the assurance that the elections would depend upon the decision of parents and could not be rigged by the "establishment." Forty-nine parents were elected through this process to serve on the seven separate Parent Advisory Councils.

These councils have worked very effectively. At each meeting the parents so serving are paid $10 to cover the cost of child care, transportation, etc., a highly effective device. Council members feel that they have a real position of responsibility in that $23.50 per student is set aside and may be spent only upon the specific approval of the Parent Advisory Council of the school involved. The amount of money for the seven schools totals $125,000 and is approximately one-sixth of the total project budget.

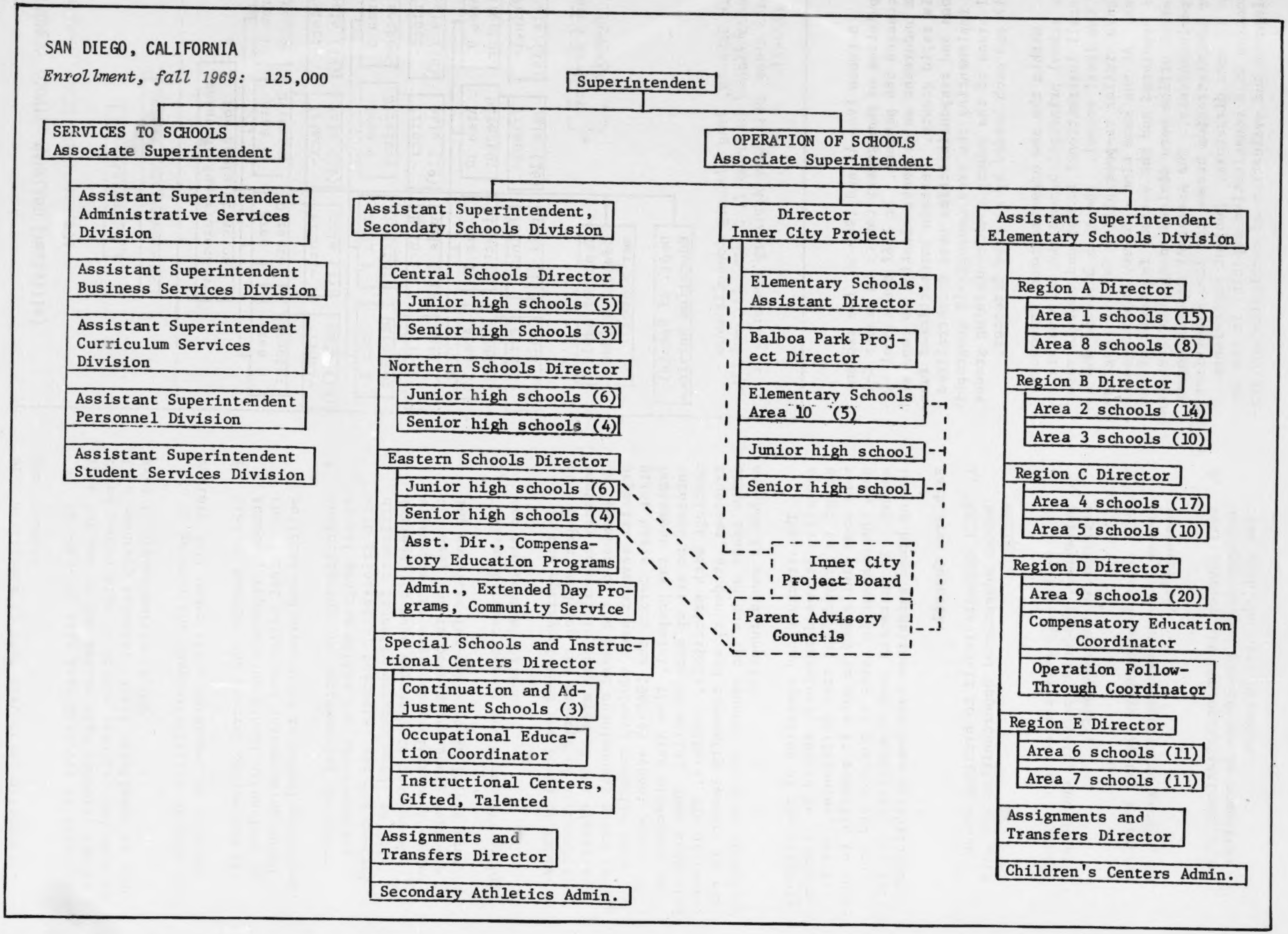
In addition to the Parent Councils in the seven schools, a project board has been organized. The project board includes appointed representatives from each of the Parent Advisory Councils plus representatives from business and industry, the Neighborhood House (a community organization), organized labor, the black community, and the brown community. This project board meets at least monthly and serves as an integrating force among the various Parent Advisory Councils, bringing ideas from each and taking suggestions back to the separate councils. Members of this board also are paid $10 per meeting attended. They have a wide function in terms of project review; however, they have no function that permits them to override the separate decisions of the Parent Advisory Councils.

In addition to the above parents who have been elected to serve in an advisory and decision-making capacity, the project has involved many community people who may or may not have children in the schools. Over 70 of these people who are indigenous to the community are employed by the district as aides. Their duties may take them into school offices, the classroom, or may assign them to work as community liaison people. There is no educational requirement that these aides must meet; however, they do go through a regular interview and are made to feel a part of the school system structure. They have been provided with inservice education so that they are more useful in the schools and, in addition, they are encouraged to raise their sights and add to their abilities so that they may find permanent employment outside of the aide structure.

The Assistant Superintendents of the Elementary and Secondary Schools Divisions and the Inner City Project Director report to the Associate Superintendent for Operation of Schools. This latter position is distinguished from the Associate Superintendent who heads up the section called Services to the Schools. This division includes five offices headed by Assistant Superintendents--administrative services, business services, curriculum services, personnel, and student services. From these central office supervisory personnel are assigned to the various regions of the school district.

SAN DIEGO, CALIFORNIA

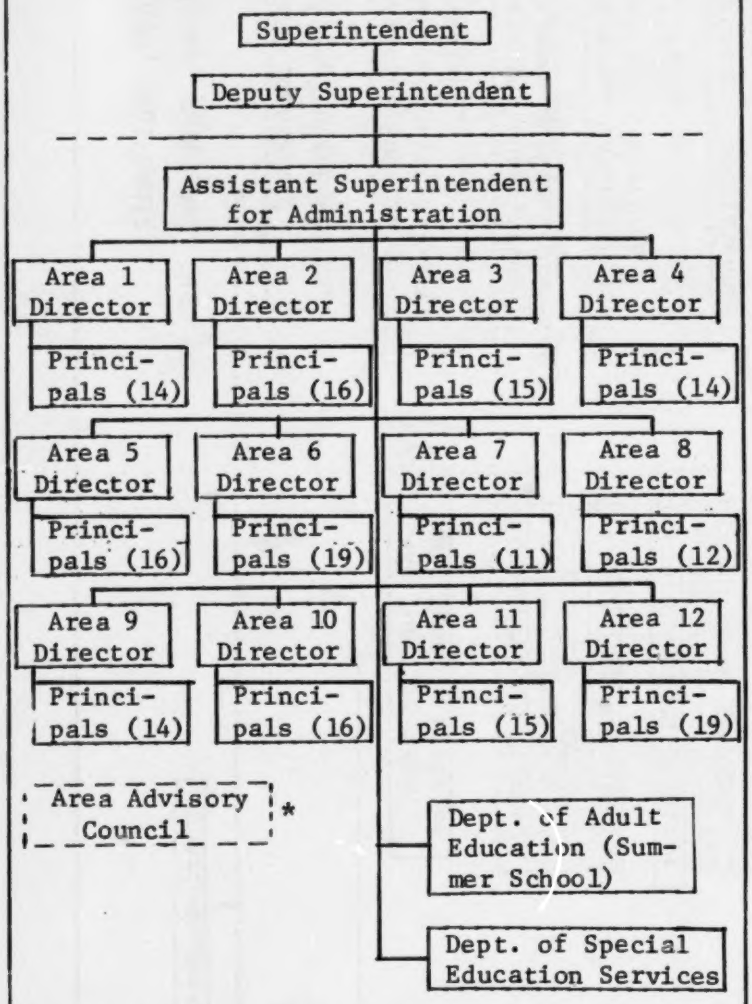
Enrollment, fall 1969: 125,000



Superintendent
SERVICES TO SCHOOLS Associate Superintendent
Assistant Superintendent Administrative Services Division
Assistant Superintendent Business Services Division
Assistant Superintendent Curriculum Services Division
Assistant Superintendent Personnel Division
Assistant Superintendent Student Services Division
OPERATION OF SCHOOLS Associate Superintendent
Assistant Superintendent, Secondary Schools Division
Central Schools Director
Junior high schools (5)
Senior high Schools (3)
Northern Schools Director
Junior high schools (6)
Senior high schools (4)
Eastern Schools Director
Junior high schools (6)
Senior high schools (4)
Asst. Dir., Compensatory Education Programs
Admin., Extended Day Programs, Community Service
Special Schools and Instructional Centers Director
Continuation and Adjustment Schools (3)
Occupational Education Coordinator
Instructional Centers, Gifted, Talented
Assignments and Transfers Director
Secondary Athletics Admin.
Director Inner City Project
Elementary Schools, Assistant Director
Balboa Park Project Director
Elementary Schools Area 10 (5)
Junior high school
Senior high school
Inner City Project Board
Parent Advisory Councils
Assistant Superintendent Elementary Schools Division
Region A Director
Area 1 schools (15)
Area 8 schools (8)
Region B Director
Area 2 schools (14)
Area 3 schools (10)
Region C Director
Area 4 schools (17)
Area 5 schools (10)
Region D Director
Area 9 schools (20)
Compensatory Education Coordinator
Operation Follow-Through Coordinator
Region E Director
Area 6 schools (11)
Area 7 schools (11)
Assignments and Transfers Director
Children's Centers Admin.

MONTGOMERY COUNTY, MARYLAND (Rockville)

Enrollment, fall 1969: 124,971


Superintendent
Deputy Superintendent
Assistant Superintendent for Administration
Area 1 Director
Area 2 Director
Area 3 Director
Area 4 Director
Principals (14)
Principals (16)
Principals (15)
Principals (14)
Area 5 Director
Area 6 Director
Area 7 Director
Area 8 Director
Principals (16)
Principals (19)
Principals (11)
Principals (12)
Area 9 Director
Area 10 Director
Area 11 Director
Area 12 Director
Principals (14)
Principals (16)
Principals (15)
Principals (19)
Area Advisory Council *
Dept. of Adult Education (Summer School)
Dept. of Special Education Services

* *In 1969-70, Area Advisory Councils were established in Areas 1, 5, 10, 11, and 12; all areas will have Advisory Councils in 1970-71.*

Between 1945-46 and 1965-66, the student population of Montgomery County in grades K-14 increased 566 percent. In 1962 the school system underwent major reorganization to cope with this rapid growth. Certain instructional functions and responsibilities were decentralized by implementing the area concept--12 geographical areas of the county each containing grades K-12 and each headed by an Area Director.

Within the new organizational framework, the school principal became the responsible overall instructional leader and administrator of the local school. The Area Director was assigned similar responsibility for his geographic area. At the same time a Deputy Superintendent was appointed and the various functions of the central office were divided among four assistant superintendents. The Assistant Superintendent for Administration became the line supervisor of the 12 area directors. Subject supervisors function in a consultative capacity in the development and evaluation of curriculum and provide assistance to area directors, principals, and teachers.

In 1969-70, each Area Director is responsible for one or two senior high schools, two or three junior high or middle schools, and nine to 15 elementary schools. Total enrollment in each area is approximately 11,000.

In general the responsibilities of Area Directors fall under three headings, as follows:

1. Liaison between the central office and the schools, representing school situations to the central office and interpreting board policies and procedures to school personnel.
2. Administering and implementing the educational program within the area--working with principals, teachers, and the central office to identify program needs and offerings, to make appropriate teacher assignments, to evaluate professional competencies, and to obtain necessary supporting services for the schools in his area.
3. Liaison between parent and community groups and the central office.

In the spring of 1968 the Board of Education began studying the concept of a community advisory council in each area of the district. On December 6, the Board unanimously voted to organize several area advisory councils on a pilot basis during the 1968-69 school year. To implement the proposal, five Area Directors volunteered to set up such councils. They scheduled meetings with principals, teachers, PTA officers, trustees, students, and community leaders to receive ideas on how the council could be organized and how it would function.

The structure and operation of the advisory councils, it was determined, should be flexible enough to provide for area differences, yet insure some similarity to make it possible to evaluate the concept in terms of purpose and procedure. To guarantee some commonality, the following broad guidelines have been established:

Each Area Council:

1. Will dedicate itself to bringing about better educational opportunities for each child.
2. Will be broadly representative of school personnel, students, parents, and other citizens in the community.
3. Will consist of members elected by or selected from the representative groups, as appropriate.
4. Will develop its own organizational plan and operational procedures in consultation with the Area Director.

5. Will provide a forum for the public discussion of educational and community concerns.

6. Will focus on issues by in-depth study, consultation, and deliberation, and will strive to formulate sound, constructive recommendations.

7. Will be advisory to the Area Director: communication with school staff, superintendent, Board of Education, and other community agencies to take place as needed.

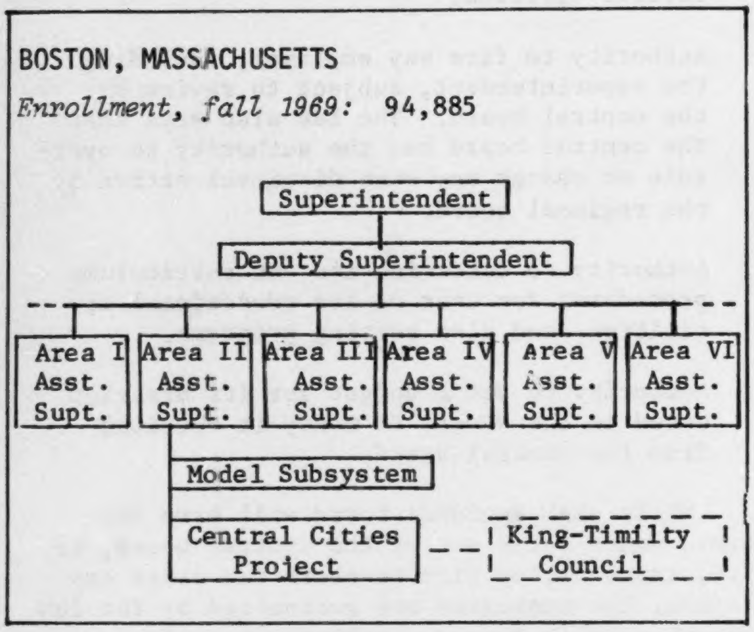
8. Will meet with the Board of Education to present an annual report.

9. Will deal primarily with area concerns; individual school and personnel problems to be dealt with through appropriate administrative channels at the local school level.

Within these broad guidelines, each area has or will establish an ad hoc steering committee to develop its own plan of procedure and operation.

The five councils which have already been established are comprised of a varying proportion of parents, students, school staff and other citizens. The size of the five Councils ranges from 40 to 120 members.

The councils have no legal mandate and, as yet, no funds. Their function is to advise the school administration and to give everyone an opportunity to voice his concerns about the schools.


BOSTON, MASSACHUSETTS

Enrollment, fall 1969: 94,885

The administration of the Boston Public Schools was decentralized on September 1, 1966, under the Deputy Superintendent of Schools, with the appointment of six Area Assistant Superintendents. Each was assigned to a geographic section of the city having approximately 16,000 students and 750 teachers in K-12.

In his annual report for 1966-67, after the plan had operated a full year, the Superintendent of Schools cited a number of advantages of the decentralized organization. The Area Assistant Superintendents, he said, are the local educational leaders. They anticipate major problems and needs, encourage school and community dialogue, and have a mobility which allows them an effective exercise of authority. The centralized locations of area offices and their accessibility by public transportation provide school personnel and the public a convenient place for meetings.

Through Assistant Superintendents, the Superintendent pointed out, has come the essential administrative supervision in the initiation and evaluation of new programs, such as a unit on the Afro-American and special classes for children who do not speak English. During the first year, the Assistant Superintendents, working with personnel from local mental health centers and family supportive agencies, had placed many disturbed and maladjusted children in programs designed to enable them to return to a normal classroom situation.

The Superintendent's report also called the Area Assistant Superintendents "the recognized interpreters of school policies and arbiters of local problems." Problems arising in such areas as busing, pupil transfers, open enrollment, double sessions, and conversion of classrooms for new uses were being dissolved more quickly; and with better communications, speedy approval of requests for alterations and repairs had been accomplished.

The King-Timilty Council has been officially designated by the Boston School Committee (board of education) as the Central Cities planning body. Its powers, which are strictly advisory, are primarily threefold:

1. Although the School Committee has final approval of the Title III plans, it has agreed to approve only projects recommended by the Council.

2. Top staff for a project will be recommended by the Council (or its successor) but the School Committee has final power to approve.

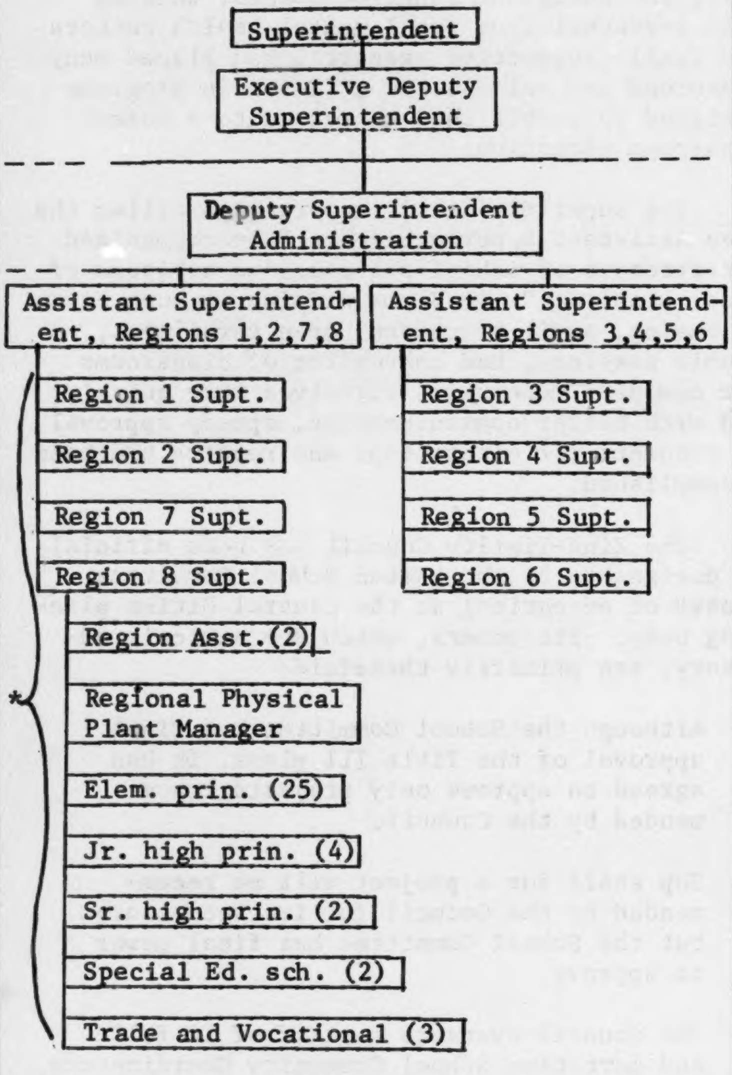
3. The Council oversees a staff of 18 full- and part-time School Community Coordinators, whose primary job is to get ideas to and from parents, advertise meetings, etc. They are paid through a federal planning grant.

Eventually the Central Cities Project is to include both King and Timilty Junior High Schools and their feeder schools--a total population of about 8,000 pupils. In its current phase, however, the focus is simply on the two junior high schools.

Also in the Roxbury district of Boston, three single-school experiments in community schools have been established strictly outside the jurisdiction of the Boston Public Schools--the New School, the Community School, and a state-established project created out of special legislation in Massachusetts which permits establishment of special experimental school districts reporting directly to the state. All three projects have boards including community residents and parents. It is emphasized that the boards are advisory and are not independent governing boards.

DETROIT, MICHIGAN

Enrollment, fall 1969: 300,000


Superintendent
Executive Deputy Superintendent
Deputy Superintendent Administration
Assistant Superintendent, Regions 1,2,7,8
Assistant Superintendent, Regions 3,4,5,6
Region 1 Supt.
Region 2 Supt.
Region 7 Supt.
Region 8 Supt.
Region 3 Supt.
Region 4 Supt.
Region 5 Supt.
Region 6 Supt.
Region Asst. (2)
Regional Physical Plant Manager
Elem. prin. (25)
Jr. high prin. (4)
Sr. high prin. (2)
Special Ed. sch. (2)
Trade and Vocational (3)
*

**Each region has similar staff and structure.*

The Detroit school district since 1956 has been divided into eight regions, each including approximately 40 schools and 40,000 pupils, and headed by a Region Superintendent, as shown in the above organization chart. In operation at the present time are two experimental or demonstration projects, one financed with funds from a special section of the State Aid Act, the other with ESEA Title III funds. Each consists of a constellation of junior high schools and their feeder elementary schools, and each has an advisory board made up of area citizens who work closely with local school administrators.

A law passed by both houses of the Michigan Legislature in August of this year, provides for the division of the 300,000 student school system of Detroit, the nation's fourth largest, into seven to eleven regional districts of 25,000 to 50,000 students.

The central Board of Education and central school administration will remain, but each regional district will also have its own elected nine-member board of education. The central board will be expanded from its present seven members to include one elected member from each of the local districts.

The new law specifies that a plan for setting up the regional districts be developed by the Board of Education by January 1, 1970. Regional elections to choose board members and select the representatives to the central board will be held in November of 1970.

Under this decentralization law, the central board must develop guidelines for the operation of the regional boards which must include:

1. Authority to hire a superintendent from a list of applicants supplied by the central board.

2. Authority to hire, assign and promote all teachers and other employees for its particular district.

3. Authority to fire any employee, including the superintendent, subject to review by the central board. The law also says that the central board has the authority to overrule or change any such dismissal action by the regional board.

4. Authority to determine its own curriculum, procedures for uses of its educational facilities, and also testing programs.

5. Authority to set a budget for its district based on the amount of money it receives from the central board.

While each regional board will have the power, under rules set by the central board, to hire, transfer, or fire teachers and other employees, the employees are guaranteed by the law that they won't lose any retirement, tenure or seniority rights if they are transferred to any of the regional districts or from one regional district to another. The law also says that the central board will control the following areas for the regional districts: central purchasing, payroll, contract negotiations for all employees, bonding, special education programs, allocation of funds for capital outlay and operations to all region school districts, and the planning and building of all school construction.

The Detroit Board of Education immediately scheduled three public hearings at various locations in the city. Decentralization Kits were prepared and made available in the offices of all school principals and at a central location. Radio and television appearances were made by Board members explaining the law. Speeches were delivered before interested citizen groups throughout the city.

A firm of consultants had been retained to help distill all of the latest facts on student enrollment, adult population, school racial census plus a multitude of other factors which will be important in deciding the boundary lines for the new regions.

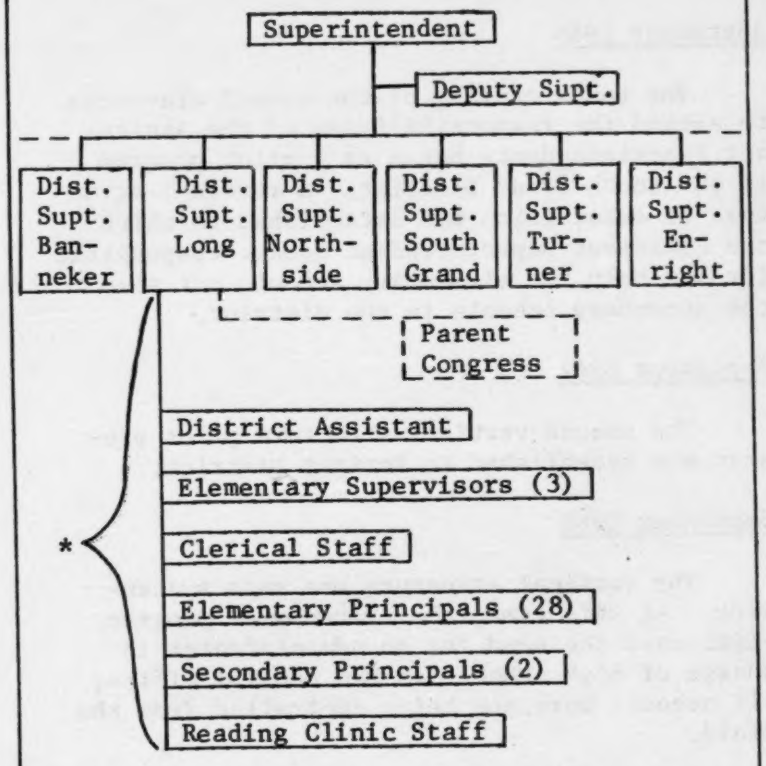
Efforts by the Detroit Public Schools to involve their citizens in the education process has been going on for many years in many ways.

In 1966 school officials appointed a 51 member High School Study Commission charged with over-seeing the study of each high school by a local committee. The Commission selected local area citizens to serve on each of the twenty-two high school study teams. Each team included housewives, businessmen, and regional PTA members from both the Negro and white communities. Staff help was provided for each of the committees, and comprehensive reports were prepared and made public. In addition to endorsing the reports of the individual study teams, the commission released a general report on the rationale for the high school curriculum and its current status, recommendations for innovation and curriculum reform, relationships between the central administration and the schools, personnel, school-community relations, and finance.

Another form of citizen participation existing in Detroit for almost ten years is the Project Advisory Committee for New School Buildings. Whenever a building site is to be selected, a new building erected, an existing building rehabilitated, a project advisory committee is created. This committee typically contains parent, community and student representation as well as delegates from the school architect's office and the parks and recreation division of city government. Assistance is available to the committee from the building and curriculum departments of the school system, and local administrative and custodial staff members are involved in its deliberations. The function of the committee is to develop educational specifications for the new construction and to present these specifications to school officials in the presence of the Board of Education.

ST. LOUIS, MISSOURI

Enrollment, fall 1969: 113,391



**Each district has similar staff and structure.*

In recent years the Board of Education has approved changes designed to effect more community participation in the operation of the schools and to afford more decentralization in the administrative control of them, within the statutory limits required of the Board by the State of Missouri. A chronology of the changes follows:

September 1955

Directors of elementary education were transferred from the downtown office to offices in the reading clinics.

September 1960

Parent Congresses were established in each of the five districts. The Congresses were composed of parent representatives from each school in the districts; they met each month with the Directors (Assistant Superintendents later) to effect greater understanding and cooperation between the parents and the school staff.

September 1962

Directors of Elementary Education were designated as Assistant Superintendents and given greater administrative responsibility over their districts. There were five districts at this time: Banneker, Long, Northside, South Grand, and Turner. The high schools of the system were divided into two districts, both administered from the central office by the Assistant Superintendent--Secondary and the District Directors.

September 1964

A sixth elementary district was established and a sixth Assistant Superintendent was placed in charge of it--Enright District.

September 1966

The restructuring of the school districts to extend the responsibilities of the Assistant Superintendents began as a pilot program in the South Grand District. A vertical structure of supervision was established in which the Assistant Superintendent became responsible for not only the elementary schools but also the secondary schools in the district.

September 1967

The second vertical-structure pilot program was established in Enright District.

September 1968

The vertical structure was made systemwide. At this time, the system-wide program eliminated the need for an administrator in charge of high schools in the central office; all schools were now being controlled from the field.

January 1969

Assistant Superintendents were designated as District Superintendents in order to reflect an increase in local responsibility and more direct administrative relationships with the Board of Education.

The District Superintendents are attending regularly the meetings of the Parent Congresses of their respective districts and are functioning, in relation to their Congresses, in a manner similar to that of a Superintendent and a Board of Education.

The structure and function of the six district Parent Congress groups were formalized in order to establish more direct parent involvement at the local level in the planning and operation of the schools:

1. Annual selections have been made of representatives from each school to represent the school at regular monthly meetings of the Parent Congress. Limit: not more than four per school.

2. Regular monthly meetings are being held; the agenda for each meeting is determined by members of the Congress with the assistance of the District Superintendent.

3. Each Congress is providing an opportunity for any resident or organization representative to express suggestions and recommendations concerning school affairs; it has welcomed the attendance of parents, principals, teachers, and other employees at meetings.

Two members of the Board of Education were designated by the President of the Board of Education to serve for each of the six district Parent Congresses. Since their appointments, the Board Members have attended the monthly sessions of the Parent Congress to which they were assigned.

The Parent Congresses have been requested to use the service of the Board Members for ready and easy communication between the parents of the local district and the Board of Education.

April 1969

An advance of $100 was made to each District Superintendent to be used in providing refreshments and necessary expenses for the Parent Congress District Advisory Board Meetings. Each District Superintendent retains control of his fund, subject to statutory and Board of Education regulations.

September 1969

An appropriation of $5,000 for each District Superintendent to be used for special activities and programs for students and parents has been placed in the 1969-70 budget.

As a further move toward decentralization and more local participation in the activities and operation of the schools by Parent Congress groups, through procedures involving the expenditure of funds by their groups, an experimental program was instituted for the school year 1969-70, allocating a sum of money to each of the Parent Congress groups, in an amount equal to one dollar per full-time pupil enrolled in each of the respective districts, or $102,846 based on February 1969 enrollments.

At the September 1969 meeting of each Parent Congress the respectively assigned Board members presented to the President, Treasurer, or appropriate officer a Certificate of Appropriation, attesting to the fact that the Board of Education has set apart a sum of money for the use of the district.

Disbursements and expenditures by the Parent Congress are to be controlled to the fullest extent possible by the officers and members of each Congress as can consistently be done under the laws of Missouri relating to school districts. The Congress should hear and consider requests from all elected representatives of the schools in the district; it may decide that the money should be spent on the district as a whole, or to individual schools in the district.

Three irrevocable procedures must govern all expenditures of money: 1) Final decisions concerning expenditures are to be made by the

Congress in conformity with the laws of Missouri and the regulations of the Board of Education, and where an expenditure gives rise to doubt as to it being in such conformity, it shall be referred to the Board Attorney. 2) The money must be spent for the furtherance of attendance and the instructional benefit of the children in the district. 3) Each Congress shall open a special bank checking account in the joint names of the Board of Education and that of the Congress organization. This bank shall be the depository of all allocated Parent Congress funds and withdrawals may only be made by checks bearing two authorized signatures, one of which must be the Treasurer of the Board of Education.

As additional guidelines, it is recommended that:

1. Accountants from the Office of Business Service work with officers and/or representatives of the Parent Congresses in establishing city-wide procedures for the keeping of records. Because of accounting withholding procedures for social security, state, and local taxes, Workmen's Compensation, etc., no funds may be spent for salaries of personnel.

2. The Board of Education arrange for each officer or member of each Congress who has access to Parent Congress funds to be fully bonded at Board of Education expense.

3. Wherever it is possible purchases should be made through the Division of Purchasing in order that the Congresses may receive the price advantages and discounts that accrue to the Board of Education. Lists of items approved for purchase by the Curriculum Materials Center will be made available to members of the Congress.

4. Purchases involving textbooks, workbooks, instructional materials, etc., other than those approved by the Board of Education, should not be made until the materials contemplated for purchase have been approved by the Division of Curriculum Services in accordance with statutory requirements of the State of Missouri.

5. The District Superintendents be available for counsel in regard to all purchases by the Congresses; their function should be one of counseling and not decision-making.

Two other instances of community participation are worthy of note:

With the cooperation of the Grace Hill Settlement House governing board and professional staff, the local low-income residents of a northside St. Louis area, embracing four public schools, are attempting to work out their own solutions to the problems of urban living. Among their various elected boards is a district education board, consisting of 15 residents and 10 nonresidents. This board includes eight parents, two from each of the four public schools, and two representatives of the Catholic and Lutheran schools. The Northside District Superintendent and a member of the St. Louis Board of Education also serve as members and provide a means of direct communication with the public school administration and the Board of Education.

In order to get local voices into the development of the Title I federal programs, the Board of Education asked for nominations of five teachers and 10 parents of school children in the five poverty area districts. The committee of 15 met regularly during the last school year, familiarized themselves with the Title I program and its requirements, visited the Title I schools, and evaluated the teacher aide program, the inservice activities, the remedial reading classes, the Rooms of Twenty, Head Start, the Vit-A-Lunch service, and other Title I efforts. The Advisory Committee has established Title I priorities and makes the recommendations as to how the St. Louis Title I money is to be most wisely spent.

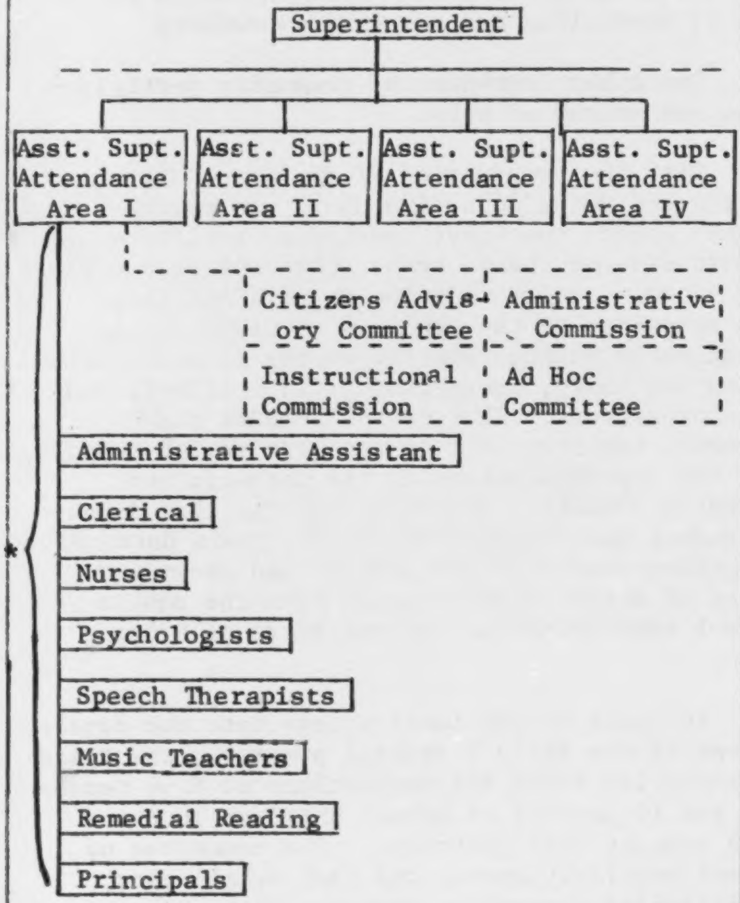
◆

> The realignment of power is a painful process without a guarantee of improvement. Yet changes must be made to better serve all citizens and particularly those who find the present system inadequate. It seems, however, that plans to utilize the strengths of the professionals and lay citizens together hold more promise for bringing about improvement and maintaining it than plans to allow either group to have exclusive decision-making power. Effective educational programs require long-term goals and consistent effort over a span of years. It is almost impossible to maintain such interest among local citizens' groups. The professional staff member can provide this ingredient. This present turmoil indicates that to some citizens education holds the key to success. The voices of dissatisfied citizens are being raised to ensure that the door remains open to all.
>
> C. Taylor Whittier in
> *AASA School Administrator*, January 1969

VI - SYSTEMS WITH DECENTRALIZED ADMINISTRATION AND SERVICES, AND COMMUNITY PARTICIPATION IN SOME OR ALL OF THE LOCAL DISTRICTS

FREMONT, CALIFORNIA

Enrollment, fall 1969: 94,538


Superintendent
Asst. Supt. Attendance Area I
Asst. Supt. Attendance Area II
Asst. Supt. Attendance Area III
Asst. Supt. Attendance Area IV
Citizens Advisory Committee
Administrative Commission
Instructional Commission
Ad Hoc Committee
Administrative Assistant
Clerical
Nurses
Psychologists
Speech Therapists
Music Teachers
Remedial Reading
Principals
*

* *Each attendance area has similar staff and structure. Each area also has the committees indicated.*

Beginning with the 1969-70 school year, the Fremont Unified School District has adopted a plan of decentralization of instructional services in the four attendance areas indicated above. As can be seen from the chart, each attendance area (which includes elementary, junior high, and senior high schools) is directed by an Assistant Superintendent, who has an administrative assistant and clerical staff. Also assigned to each area are nurses, psychologists, speech therapists, music teachers, and remedial reading specialists. Other services and supervisory functions are provided through the central office.

The Attendance Area Citizens Advisory Committee is established by board of education policy as an integral part of each area organization. The stated purpose of the committee is "to assist the district in the attainment of its objectives by providing a channel for the interchange of information, ideas, attitudes, and advice between attendance area personnel and citizens of the attendance areas, and to develop recommendations for improved performance." The functions of each Committee are to (1) assess area needs, (2) become familiar with the school program, (3) assess program effectiveness, (4) perform means-ends analysis, (5) recommend alternative programs or procedures, and (6) evaluate outcomes.

Each Committee consists of 15 citizen members, the Assistant Superintendent for the area, and professional personnel of the schools in the area. Members are appointed by the Board of Education for one-year terms--citizen members from nominations by citizens and employees of the area, and professional members from nominations made by professional and classified employees.

Each Advisory Committee meets eight times a year; meeting places and secretarial assistance are provided by the district. The Assistant Superintendent prepares the agendas, notices and records. Meetings focus on the needs of the schools and resolution of problems identified. The Committees are advisory in nature; their recommendations are made to other committees within the area, as appropriate, and are disseminated through district and area media to all citizens.

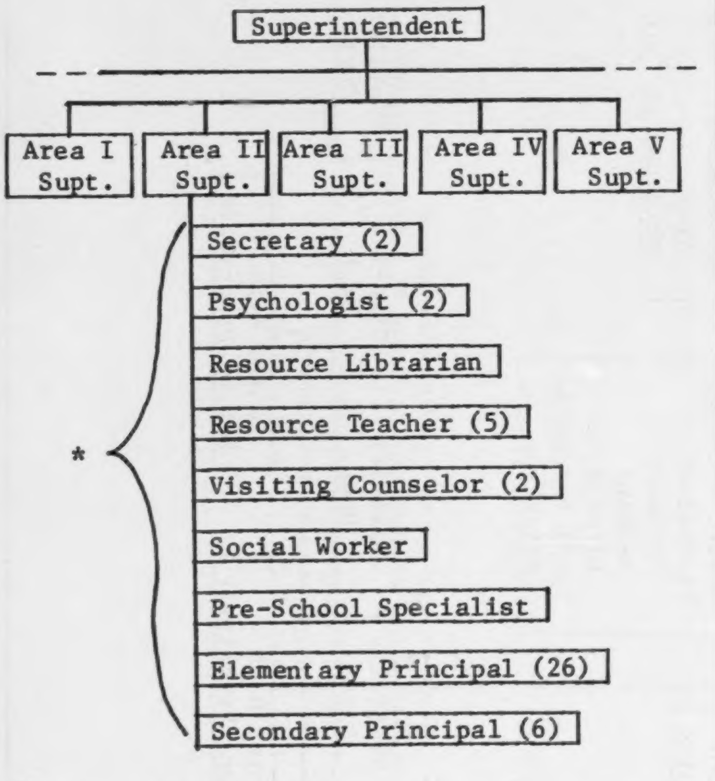
The Attendance Area Administrative Commission is comprised of the administrators in each complex. The Commission's objective is to improve administrative performance in each area through integration and coordination of administrative activities and effort. Its functions include review and evaluation of the schools' programs and assessment of needs, performance, and evaluation outcomes. Each Commission meets regularly and frequently, and specific assignments are made. Subcommittees, consultants, and other procedures may be utilized. The Assistant Superintendent prepares the agendas.

The Attendance Area Instructional Commissions are designed to improve instructional performance and in doing so perform the same general outline of functions as mentioned for the administrative commissions. Membership is comprised of the Assistant Superintendent, administrators and teachers of the complex.

Attendance Area Ad Hoc Advisory Committees are formed as needed to improve performance through concentrated, limited-term attention to specific problems. The specific problem under consideration and the personnel involved determines the specific procedures, but generally the committees perform needs assessment, evaluate effectiveness of current programs or procedures, obtain and assess relevant information, establish priorities, identify viable alternatives, select a course of action, prepare recommendations, and evaluate outcomes. The membership may include any or all of the following: the Assistant Superintendent, persons selected from the community, staff, or students who can best contribute to the resolution of problems.

ATLANTA, GEORGIA

Enrollment, fall 1969: 109,606



* *Each area has similar staff and structure.*

Since 1958 the Atlanta Public Schools have been divided into five groups of approximately 30 schools each encompassing grades K-7 and 8-12. Instructional, attendance and guidance services have been decentralized. Five Area Superintendents have under their supervision staffs similar to that shown on the abbreviated organization chart above.

Area Superintendents are administratively responsible to and report directly to the Superintendent. Six Assistant Superintendents are delegated operating responsibilities and work directly with Area Superintendents in performing assigned responsibilities. Originally Area Superintendents reported to a Deputy Superintendent, but for the past several years the Superintendent has performed the coordinating function.

Plans are underway to organize school Advisory Committees with the chairman of each school committee serving as a member of an Area Advisory Committee. School and Area Committees will meet each month with principals and Area Superintendents respectively, and Area Committees will meet periodically with the Board of Education. Method of selection is yet to be determined. Consideration is being given the possible assignment of limited decision-making responsibilities to Area Committees. Present plans are that Area Committees will be advisory but these plans are subject to change.

CHICAGO, ILLINOIS

Enrollment, fall 1969: 576,297

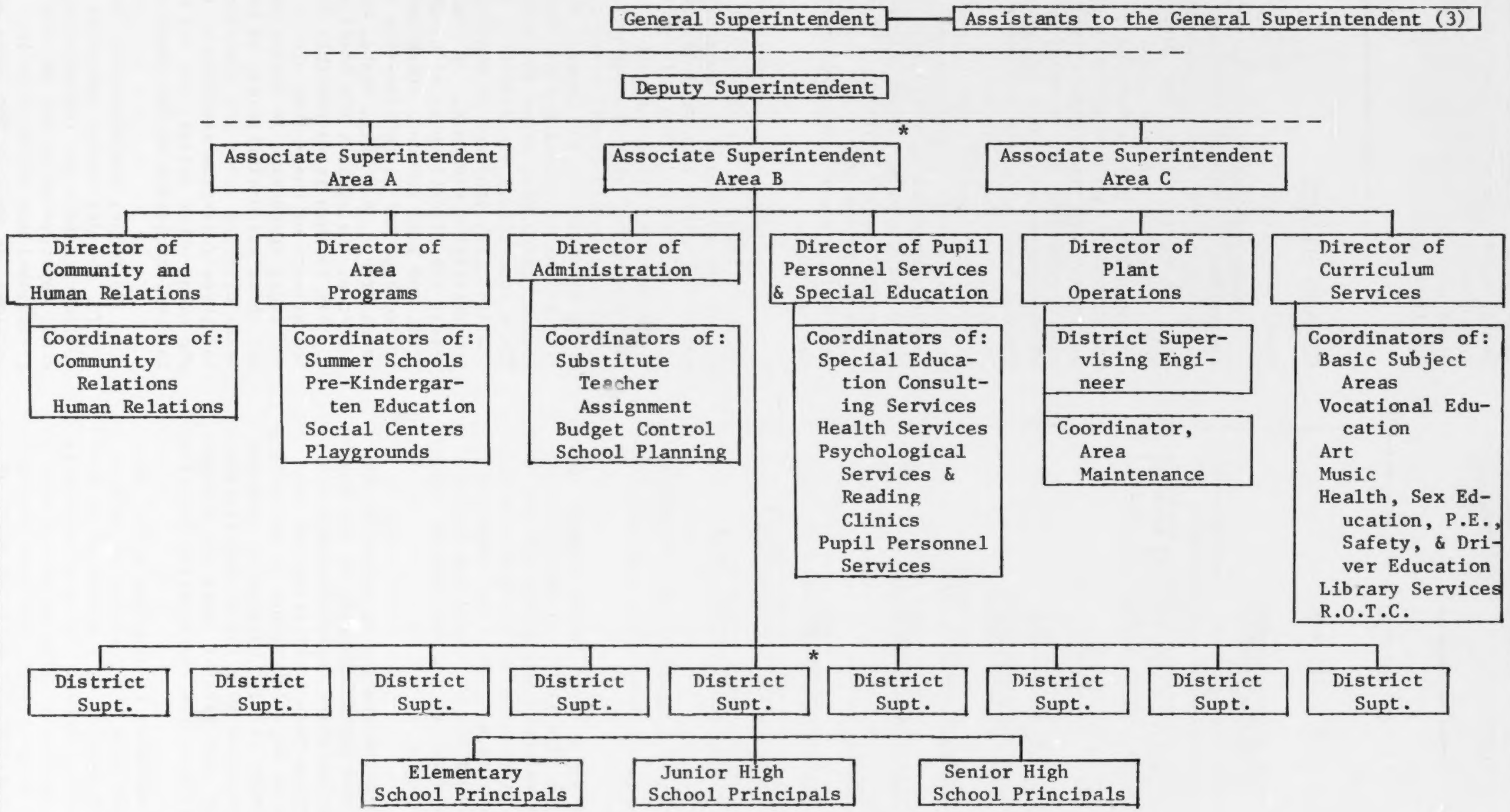
Decentralization of the vast Chicago school system was undertaken after a major organizational survey of the system was conducted by an outside consulting firm. The survey, completed in 1967, outlined the weaknesses of the then-existing structure and recommended a plan of reorganization which included not only decentralization of supervisory and instructional services, but also a recasting of the roles of the top echelon of the system--the Board of Education, and the General Superintendent and his staff officers. The organization as it existed in 1967 included 27 District Superintendents reporting directly to the Associate Superintendent for Instruction. In that structure each District Superintendent had under his supervision only the principals and clerks in his district. He had to request supervisory and consultant services from the central office where control over these personnel was retained.

In the present organizational structure, shown on page 34, the role of the Board is primarily one of review and approval of plans and policies, rather than administrative and housekeeping functions. The role of the General Superintendent was recast as "chief administrative executive" with the operations being delegated to a Deputy Superintendent as "chief operating executive." The General Superintendent's role is one of defining educational programs needed, developing plans for facilities to fit these educational requirements, and establishing financial programs to support the education and facilities programs. In addition, he must assess the effectiveness of programs and facilities, and give personal attention to the school system's principal publics--its employees, citizens groups, and city, state, and federal governments. He advises the board on setting policy and in turn is responsible for conducting the affairs of the system within those policies and legal statutes. To assist him in carrying out these responsibilities, he has six departments directly under his jurisdiction, and he has three full-time assistants, including one who among other duties, has the responsibility for implementation of the decentralization plan.

The Deputy Superintendent has responsibility for the day-to-day operation of the system, and in this role has reporting to him eight staff departments in the various areas of instructional and noninstructional supporting services, as well as the three Area Associate Superintendents.

CHICAGO, ILLINOIS

Enrollment, fall 1969: 576,297


General Superintendent
Assistants to the General Superintendent (3)
Deputy Superintendent
*
Associate Superintendent Area A
Associate Superintendent Area B
Associate Superintendent Area C
Director of Community and Human Relations
Coordinators of: Community Relations Human Relations
Director of Area Programs
Coordinators of: Summer Schools Pre-Kindergarten Education Social Centers Playgrounds
Director of Administration
Coordinators of: Substitute Teacher Assignment Budget Control School Planning
Director of Pupil Personnel Services & Special Education
Coordinators of: Special Education Consulting Services Health Services Psychological Services & Reading Clinics Pupil Personnel Services
Director of Plant Operations
District Supervising Engineer
Coordinator, Area Maintenance
Director of Curriculum Services
Coordinators of: Basic Subject Areas Vocational Education Art Music Health, Sex Education, P.E., Safety, & Driver Education Library Services R.O.T.C.
District Supt.
District Supt.
District Supt.
District Supt.
*
District Supt.
District Supt.
District Supt.
District Supt.
District Supt.
Elementary School Principals
Junior High School Principals
Senior High School Principals

**Each Area and District has similar staff and structure.*

The Area Associate Superintendents have a staff of Directors as shown on the organization chart to provide supervisory and consulting services to the various schools within their particular areas. Each of the three Area Associate Superintendents also supervises the District Superintendents, to whom the principals report.

The responsibilities of each Area Associate Superintendent include preparing and recommending capital and operating budgets and controlling expenditures in accordance with the approved budget; recommending the appointment, assignment, and transfer of all personnel reporting directly to him to the District Superintendent, or to staff Directors (the District Superintendent has this responsibility for the teachers in his district); recommending sites for new or modified facilities; establishing area operating procedures to implement plans approved by the Deputy Superintendent; and evaluating the effectiveness of operations within the area.

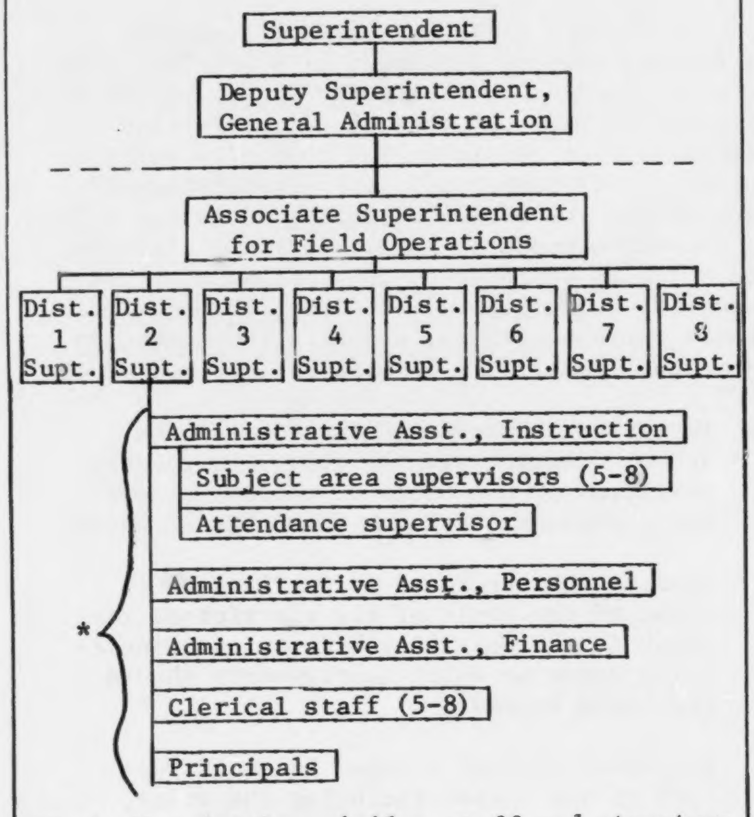
The duties of the District Superintendents are more extensive than under the old organization plan; they are somewhat comparable to the duties of the Area Associate Superintendents. In addition to supervising the principals of their respective areas and recommending the assignment of teachers and appointment of principals and assistant principals within their areas, the District Superintendents are responsible for the following: developing and recommending to the Area Associate Superintendent operating and capital budgets based on the needs of the district; coordinating instructional programs among the elementary and secondary schools of the district; coordinating and directing area staff services within the district; administering community and human relations programs for the district; evaluating the effectiveness of operations for the district; and establishing procedures for operations within the district.

The actual geographical areas supervised by each Area Associate and District Superintendent were developed by the administration as a result of an extensive survey of the existing areas, and were designed to create a balanced work load for personnel assigned to areas. The two main factors considered in examining and drawing district and area lines were (1) the size, measured in terms of number of students and schools, and (2) the socioeconomic characteristics of the areas. The areas each enroll over 130,000 pupils in from 167-206 elementary schools; and over 40,000 high school students in 20-28 high schools.

* * *

PHILADELPHIA, PENNSYLVANIA

Enrollment, fall 1969: 275,000


Superintendent
Deputy Superintendent, General Administration
Associate Superintendent for Field Operations
Dist. 1 Supt.
Dist. 2 Supt.
Dist. 3 Supt.
Dist. 4 Supt.
Dist. 5 Supt.
Dist. 6 Supt.
Dist. 7 Supt.
Dist. 8 Supt.
Administrative Asst., Instruction
Subject area supervisors (5-8)
Attendance supervisor
Administrative Asst., Personnel
*
Administrative Asst., Finance
Clerical staff (5-8)
Principals

**Each district has similar staff and structure*

The Philadelphia school system has been divided into subdistricts since 1935, at which time 10 were created. In 1938 the number was reduced to eight, and in 1945 to seven. The present eight districts were delineated in 1954. The division of the district into subdistricts did not include a decentralization of services to the schools. In the beginning these districts were relatively equal in size and followed natural or man-made boundaries, but at present the two largest districts are nearly twice the size of the two smallest.

A committee formed in December 1967 prepared a report recommending decentralization of services, beginning with three districts in June 1968 and the remaining in September 1968. However, severe financial crisis which abolished some 380 central office positions virtually eliminated any hope for implementing this plan.

Despite this situation, the district superintendents were requested to submit plans for implementation of decentralization by the end of July 1968. The central office reviewed them and in September presented to a conference of administrative staff members, including principals, a statement clarifying the administrative relationships that would result from a shift of personnel to the districts. The report engendered concern over the distribution of powers and responsibilities, but the decision was made to deploy some central office personnel to the districts. At present, the staff under the direct supervision of the district superintendent is as shown in the abbreviated organization chart which precedes this article.

In October 1968 the Board of Education authorized the establishment of a Commission on Decentralization and Community Participation to examine the pros and cons of administrative decentralization and increased community participation. A 68-member body was constituted--27 from within the school district, including board of education members, central office, district, and building administrators; teachers; school-community coordinators; students; 20 Home and School representatives; and 21 other community representatives. The commission was charged to:

1. Describe the present operations of the school district and the roles and responsibilities of all district employees, parents, students, and the community at large.
2. Examine the structure in No. 1 above in light of the goals of the district as set forth in the operating budget, and identifying areas in which improvements should and could be made.
3. Recommend desired changes in the structure of the system including the roles, duties, sources of authority, and patterns of accountability of all personnel.
4. Spell out the powers and functions to be decentralized.
5. Recommend framework for community participation in all phases of the education process and relate to the proposed administrative structure.
6. Identify a review and adjudicatory process to solve problems or points of contention not anticipated by the report.

The commission was also given the services of a former deputy superintendent and other staff members to serve as consultants.

Every effort has been made to solicit community opinion, and the rationale of all decisions of the commission has been made public. A total of 38 committees were formed by district superintendents to give everyone a chance to participate in the planning process. In addition, a total of 38 public forums, each attended by some commission members, have been held for several afternoons and evenings in each district.

On November 1, 1969, the commission presented its findings to the board. The recommendations will now be subjected to extensive public hearings before the board takes any final action.

At the time the Commission was established a number of system-sponsored experiments in community participation were underway, but without the framework of a set of board policies. The experiments were continued during the Commission's deliberations, but might be modified as a result of the Commission's work. Four of the community participation experiments are discussed below.

Sayre Community Advisory Committee. Perhaps the highest degree of community participation in the daily education program of a Philadelphia Public school today exists at Sayre Junior High School in West Philadelphia. The community involvement there had its genesis in May 1967, when a group of parents and clergymen organized to oppose a plan to put the school on double session. The Community Advisory Committee, which was born out of enthusiasm generated by that issue, has been successful, not only in blocking the double session proposal but also in planning and implementing a number of educational programs of value to Sayre's students and faculty.

Together with the district superintendent and staff, the administration was able to help the Sayre Community Advisory Committee score some of its most meaningful successes. Financial support for local planning and program implementation was crucial in all of the more significant efforts of the school. The advice and assistance of central office professionals were also made available.

Through the combined efforts of the community and the school staff, Sayre now has two off-site facilities for special programs. One, the Basic Skills Center has been able to raise the reading levels of the boys and girls sent there by an average of three years over a seven-month course.

During the summer of 1968 the Committee was granted money, teacher release time, and administrative support to conduct a staff development program which sent the faculty and community members into police stations, bars, shops, and home in an effort to make Sayre's program more relevant to its pupils.

In November 1968 the Committee succeeded in getting the school system to staff and supply the Sayre Career Development Laboratory to acquaint students with the various occupational opportunities open to them, and to advise them of the job training needed in each field.

The Community Advisory Committee has respected the dividing line between the making of policy and its implementation. While the Committee has planned and instituted a number of significant programs, it has also respected the professional integrity of the Sayre staff by not coming into the school to do the administering and teaching. It has set for itself the task of defining goals and formulating programs to meet those goals, while depending upon the faculty and administration for implementation.

Pickett Middle School. The Pickett story illustrates a very formal effort to develop a degree of community control. It is a project wherein a community group has successfully prevailed upon school officials to appoint the principal of their choice.

The Pickett Community School Committee had its origins in community concern about a new building. In the spring of 1967 the school system's Planning Office approved a request by a group of citizens to form an ad hoc committee to review the plans and programs for a middle school to open in the Germantown area in fall 1971.

In November the Superintendent met with the Committee to assure the members that the project was indeed underway and to clarify their role. This meeting concluded with the agreement that a new ad hoc committee would be formed to constitute a broader, more representative group from the community. The Superintendent assigned a part-time staff member to work with the revised committee. The revised committee organized quickly and named four subcommittees in curriculum, feeder patterns, personnel, and community relations, and spent some time reviewing the architectural plans for the school.

The curriculum committee developed a general program of suggestions for its prospective principal. The Personnel committee announced that it wished to exercise joint authority with the central office in the selection of all professional staff, and to share all information pertinent to the evaluation and review of professional staff. First they would name the three top administrators--for curriculum, administration, and community liaison. Then they would work with these three to name all other professional personnel, who would also be subject to community evaluation.

In February of 1968 the group recommended candidates for the position of chief administrator (principal). The school district made it clear that the normal examination procedures would apply and no candidates could be coerced into applying. It was agreed that a representative of the Committee would sit on the oral examining board for this principalship and that no candidate would be appointed unless he was acceptable to the ad hoc committee. Later that spring an acceptable candidate was found, and began working part-time on the planning need of the school.

The ad hoc committee in the spring of 1968 submitted a proposal to the board of education for formal conversion of the group into a governing board for the school. The principal endorsed the proposal. Although the formality of the proposal aroused opposition from several groups (Principals' Association, teachers union, Home and School Council), in September 1968, the Board of Education approved a revised resolution formally establishing the Pickett Community School Committee. The Committee retained its right to share equally in the evaluation of the principal and to conduct elections for its own membership. It could not, however, select school staff below the principal. A school community coordinator was assigned to the principal by the central office. The entire arrangement was to be reviewed each year, with termination rights after the first year.

District 9. In June 1968, the Board of Education created an additional District Superintendent position, and assigned a new appointee the task of planning what was called the Overbrook-Wynnefield Cluster--a feeder system of 13 schools currently included in District 4.

The new District Superintendent was given planning functions only. He has sought to establish strong linkages with the school community, and has spent much of his time becoming acquainted with the 13 schools, their home and school associations, and a wide range of civic organizations. An advisory committee of representatives from the community and schools has been proposed.

At the beginning of the 1969-70 school year, the new ninth district had not yet been finally established.

Decentralization in District 4. In the spring of 1968, the Superintendent of District 4 used staff development funds to begin a study of the future of the 21 schools that will remain after District 9 is created. Community leadership was enlisted in the process. The work culminated in late October in a large conference at which delegations from each participating school pledged full support to goals of a Five Year Plan for educational improvement. The meeting drew enthusiastic support from parents and staff.

The force of support to live up to these goals has not been allowed to disappear; rather, it is deeply held by a small but growing group of parents and community workers who see the program as a major vehicle in achieving a greater voice in school affairs. Much of the planning undertaken by this group has been staffed by personnel from the local Urban League and Temple University.

This informal group, called The Ad Hoc Committee on Community Involvement, presented to the District Superintendent a demand for steps to further decentralization. The District Superintendent carried the proposal to the Superintendent, and it received central office support.

The Committee has also cooperated with the District Superintendent in the budget preparation process. An advisory committee within each District 4 school in the near future is a real possibility.

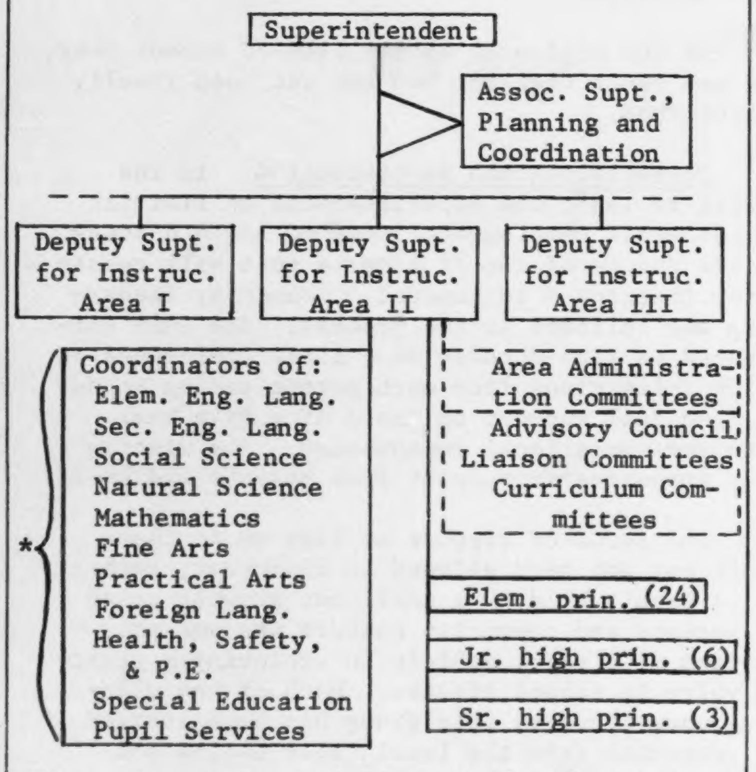
The Ad Hoc Committee enjoys no status; it simply exists and proposes and pushes. The District Superintendent is left with the determination of when to support it and whether to approve its requests. So far this has proved to be a workable arrangement for both groups.

A number of other projects involving community participation in educational planning could be cited--a foundation-supported mini-school, the Model School District, the Hartranft Community Corporation, and the Independent Urban Education Program.

Also, some 39 school advisory committees have been formed for varying reasons. Some are self-initiated, some are the result of the efforts of principals. Each is operating on a separately conceived and organized basis. Typically, they consist of parents, business, professional, church, and community organization representatives.

SAN ANTONIO, TEXAS

Enrollment, fall 1969: 75,765


Superintendent
Assoc. Supt., Planning and Coordination
Deputy Supt. for Instruc. Area I
Deputy Supt. for Instruc. Area II
Deputy Supt. for Instruc. Area III
*
Coordinators of:
Elem. Eng. Lang.
Sec. Eng. Lang.
Social Science
Natural Science
Mathematics
Fine Arts
Practical Arts
Foreign Lang.
Health, Safety, & P.E.
Special Education
Pupil Services
Area Administration Committees
Advisory Council
Liaison Committees
Curriculum Committees
Elem. prin. (24)
Jr. high prin. (6)
Sr. high prin. (3)

**Each district has similar staff and structure.*

In the spring of 1969 the San Antonio Independent School District was divided into three geographical areas, each serving approximately 26,000 pupils in elementary, junior high, and senior high schools. As can be seen from the organization chart above, each area is administered by a Deputy Superintendent for Instruction, who reports directly to the Superintendent of Schools and who supervises the activities of the subject matter and pupil service coordinators from his district office.

The Pupil Service Coordinator in each district is responsible for the guidance and testing program, the health services, the visiting teacher program, and the pupil activities program. Other supporting services, such as lunchrooms, transportation, and maintenance are centralized

As "special deputy for instruction, personnel administration, pupil personnel management, and other special functions," each Deputy Superintendent for Instruction is responsible for the following duties, as outlined in his job description:

1. Assist and assign staff members to assist in the development and evaluation of instructional programs.
2. Develop and administer controls for instructional programs.
3. Recommend characteristics of professional personnel to be employed and recommend assignment and reassignment.
4. Coordinate the evaluation of personnel and recommend reassignment or termination.
5. Interpret programs to staff members and to the public.
6. Recommend needed instructional improvement.
7. Supervise principals in the management of their school units and evaluate such management.
8. Administer inservice education programs for staff members of the schools in the area.
9. Maintain close contact with patrons of the schools in the area.
10. Evaluate the effectiveness of instructional programs and recommend improvements.
11. Prepare preliminary budgets for the area and assist in the final preparation of the budget.
12. Establish and maintain communication channels with parents, patrons, principals, teachers, and pupils of the area.
13. Evaluate plant maintenance and recommend improvements.
14. Assist in the identification and training of staff members with leadership potential.
15. Administer school district pupil conduct and disciplinary policies and supervise the principals in the area in the administration of such policies.

As shown on the chart which precedes this article, each administrative area has three area administration committees. The membership procedures, and functions of each committee are discussed in the sections which follow:

The Area Administrative Advisory Council is appointed each August by the Superintendent upon recommendation of the Deputy Superintendent in each area. Each Council includes two senior high principals, three junior high principals, and six elementary principals. The members must represent the various geographical sections of the district, but not their respective grade levels. The members may serve no more than two consecutive years. The Council meets at the discretion of the Deputy Superintendent to advise him on the needs and problems of the school in the area; to assist in communications between the Deputy and the schools; and to counsel on any aspect of the administration of the area as required by the Deputy.

The Area Citizens Liaison Committee is appointed for each area by the Board of Education from a list submitted by the Superintendent. The 15 members must be residents of the area and must represent the geographic sections and salient characteristics of the population in the area. Members are appointed for three-year terms on a rotating basis and may serve more than one term. The Committee appoints its own chairman, and meets at least six times a year (including several meetings with the Board of Education). The Area Deputy Superintendent is an ex-officio member of the Committee and all its subcommittees, and the Committee's reports are submitted to him for transmission to the Board. In general, the Committee's purpose is to determine the needs and attitudes of all school patrons and to convey these to the Board so that the Board may represent all patrons.

Each Area Curriculum Committee is composed of teachers in each subject area, appointed for one year by the Deputy Superintendent. The number of members on a committee is determined by the subject area. Each subject area coordinator coordinates the activities of his respective committee. The committee's function is to advise the Deputy of status of instructional programs and needed improvements.

VII - A SYSTEM WITH SOME LOCAL DISTRICTS CONTROLLED BY A LOCALLY-ELECTED BOARD OF EDUCATION, WHILE THE REMAINDER OF THE SYSTEM REMAINS UNDER CENTRALIZED ADMINISTRATION

WASHINGTON, D. C.

Enrollment, fall 1969: 149,636

The only two systems with community control as of this writing--in New York City and in Washington, D. C.--both began with experimental subsystems in 1967. In New York there were three experimental districts. Washington initiated a single-school experiment in 1967, the Morgan Community School, which is now operating on a permanent basis. Since that time two other community-controlled school projects have been established--the Adams Community Board and the Anacostia Project.

Adams and Morgan Community Schools

The Adams-Morgan neighborhood (named after two elementary schools in its midst) includes some 24,000 people in the Northwest section of the District. The neighborhood is racially and economically mixed, although the school population is overwhelmingly black and poor. The area had until World War II been about two-thirds an exclusive white residential section and one-third a Negro poverty pocket. After the war, many of the very large homes were sold and became rooming houses and tenements serving a chiefly Negro population. Housing conditions all over the area deteriorated.

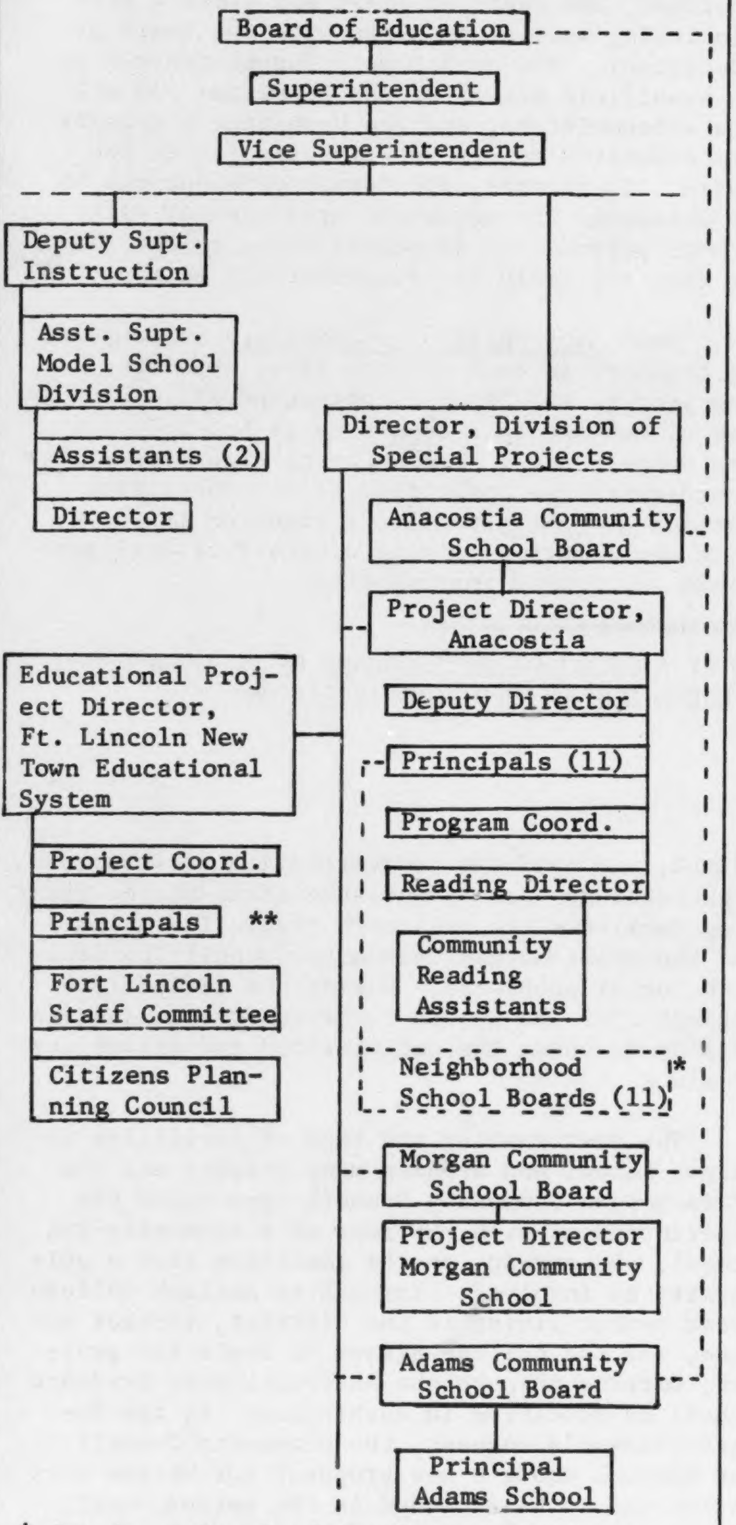
Attempts to organize the neighborhood began in 1954 when the principals of Adams and Morgan schools formed the Adams-Morgan Better Neighborhood Conference. In 1958 it succeeded in getting a demonstration project grant under the Housing Act of 1954 to test whether a community volunteer action program might halt the blight. In 1959 two representative neighborhood organizations were formed--the Adams-Morgan Planning Committee (to deal with physical problems) and the Adams-Morgan Community Council (to deal with social problems). During the period 1959 through 1965 the groups achieved some success in helping to unite the neighborhood and attack its problems.

The overcrowding and lack of facilities at Morgan School had aroused many parents and the Adams-Morgan Community Council approached the Superintendent with the idea of a community-run school. He agreed, on the condition that a university be involved. Through an Antioch College board member living in the district, contact was made, and the college agreed to begin the project, working through the Antioch-Putney Graduate School of Education in Washington. At the Superintendent's request, the Community Council and Antioch wrote a new proposal for Morgan only (Adams was to be included in the second year); it was unanimously approved by the D. C. Board of Education in May 1967. Although Antioch wanted to postpone the project for a year, it was overruled by the community board.

The D. C. School Board granted Antioch the power to hire a project director, other key staff, and to plan a program. Under the auspices of the Community Council, Antioch supervised the election of the Morgan Community School Board composed of seven parents elected by parents, two teachers elected by teachers, and six community representatives elected by the commun-

WASHINGTON, D. C.

Enrollment, fall 1969: 149,636


Board of Education
Superintendent
Vice Superintendent
Deputy Supt. Instruction
Asst. Supt. Model School Division
Assistants (2)
Director
Director, Division of Special Projects
Anacostia Community School Board
Project Director, Anacostia
Educational Project Director, Ft. Lincoln New Town Educational System
Deputy Director
Principals (11)
Program Coord.
Reading Director
Community Reading Assistants
Project Coord.
Principals **
Fort Lincoln Staff Committee
Citizens Planning Council
Neighborhood School Boards (11) *
Morgan Community School Board
Project Director Morgan Community School
Adams Community School Board
Principal Adams School

* *One in each school in the Anacostia area.*
** *Proposed--principals not yet appointed.*

ity at large (including three in the 16-23 age bracket). By the end of the 1967-68 year Antioch had all but pulled out of the project, and the project director was rehired by the Community School Board for the next year. As a result of protests by Adams' parents, Adams was not included in the project. However, in October 1969 a separate community board for the Adams Elementary School was formed.

In September 1968 the D. C. Board of Education approved a policy statement for the continued operation of the Morgan Community School, granting it maximum feasible autonomy within the present legal framework. The locally-elected board was granted responsibility for determining priorities for expenditure of funds allocated to the school and for determining the number and kind of personnel that would be hired, as well as for curriculum formation and instruction with the aid of colleges it might select to act in a consultative capacity. The school's operational functions are handled through the central office Division of Special Projects, which was created to handle community based projects.

Model School Division

Another central office Division having a close relation to a particular area of the city is the Model School Division, which is headed by an Assistant Superintendent. The Model School Division is an educational subsystem comparable in size to many school systems across the country. Its central-city boundaries contain five preschools, 14 elementary schools, four junior high schools, one senior high school, and a city-wide vocational high school. The school population (preschool through vocational high school) is approximately 20,000. The subsystem was authorized by the Board in June of 1964, in response to a suggestion of the President's Educational Research and Development Panel. The additional allotment of funds suggested by the panel--$10 million--was never appropriated, but the district benefited from ESEA funds. Washington Action for Youth, an arm of the President's Committee on Juvenile Delinquency, had selected the Cardozo area (so called because the Cardozo High School is in the area) as the "target" for a concentrated community action program. This effort, later incorporated into the United Planning Organization, was aimed at providing a wide range of programs and services for the area. A number of successful innovative educational programs have been conceived and carried on in this Division.

Although the subsystem was never conceived as an experiment in community control, in recent years community advisory committees have been organized and there is movement in the direction of a community board, although plans are still undefined.

Anacostia Project

Perhaps the most thoroughly planned venture into community control is the Anacostia District of Washington. The project was developed in response to the President's message to Congress in 1968 urging that $10 million be appropriated for a model school district in Washington. Although only $1 million was subsequently appropriated, it still represents a sizable increase in the operating budget for the 10 schools in the area.

Some community leaders expressed their interest in the project and conferred with the D. C. school officials, the U. S. Office of Education, and the Ford Foundation, which served in a consulting capacity only. A well-publicized "community information conference" was held to solicit community views. The conference was split into 10 discussion groups, each of which elected a representative to form the Ad Hoc Community Planning Council. The Council expanded itself to 35 members to include all segments of the community.

Throughout the month of July 1968 four task forces, each composed of students, parents, teachers, and community representatives, worked to recommend priorities and programs in the areas of early childhood, elementary, secondary, and adult education. In August, the Anacostia Community Planning Council (ACPC) reviewed and approved the overall proposal which was developed from the recommendations of the task forces. The D. C. Board approved it in September.

The Office of Education (HEW) reviewed the proposal and submitted it to various reviewers and government funding agencies, and a $1 million appropriation for the project was included in the D. C. Appropriations Bill signed by the President.

The ACPC appointed a task force to develop one aspect of the proposal--the Reading Proposal. The proposal was submitted to the Office of Education, modified, and approved. As part of the program, Community Reading Assistants were recruited, trained, sworn in, and assigned to Anacostia schools in February 1969.

Gradually, other aspects of the program were tackled. The Council selected a project director, a deputy director, a program coordinator, and a reading staff. In May 1969, the ACPC completed a revision of the Project Organization and Community Participation Proposal, and submitted it to the Office of Education. In June, funding was received for the period ending November 30, 1969. This component provided for the election of the community boards, which took place on November 30, 1969.

As a result of this election, 11 neighborhood boards and one community board were seated. The neighborhood boards each have 20 members--10 parents, three teachers, three community members, three students (one 6th grade, one junior high, and one senior high), and one community reading assistant. The community board includes one parent representative from each of the 11 neighborhood boards, three teachers, three residents at-large, one community reading assistant, and three youths--including one who is now out of school, either a dropout or former student aged 16-21.

During the summer of 1969, a number of planning and training programs were held, and the project administration selected the teaching staff for the project schools and appointed principals and vice-principals.

Fort Lincoln New Town

The Fort Lincoln New Town Project, currently in the planning stage, was suggested by President Johnson in August 1967 as a new community to be built on the 335-acre site once occupied by the National Training School for Boys. The community will be a racially and economically balanced residential community with 4500 housing units of all types, and will include a full range of educational, recreational, and other public services.

Early in 1968 the Superintendent of the D. C. Schools appointed a committee to develop educational specifications for schools at Fort Lincoln. It submitted its report in May and the board approved planning and design funds for the project. During the remainder of 1968, proposals for an educational program in Fort Lincoln New Town and for the design of an elementary school and community facility were drawn up and studied by all agencies concerned. Involved were special consultants, school officials, the Redevelopment Land Agency, the National Capital Planning Commission, the D. C. Government, the General Learning Corporation, and the community. A preliminary report, including recommendations and building plans, was completed in December 1968.

A staff was provided the Director of Special Projects to coordinate the work of consultants and to interface with the community and school system. Since a community does not exist on the site, citizens from the surrounding area make up a Citizens Planning Council, which has been involved from the beginning in the planning of the new community. The Council has held public meetings to explain the project to the community and to elicit suggestions and comments. In May 1969, a community opinion survey was commissioned by the Citizens Planning Council under the direction of a consulting firm which was employed by the D. C. Government to develop, design, and implement a comprehensive plan for the first educational facility.

School Budget-Making

In addition to the four above-mentioned projects, a new plan for community involvement in the budget-making process has been developed. A budget for each school in the district will be prepared by a committee composed of four community members, two teachers, the principal, and--in high schools and vocational high schools--two students. Six review committees composed of teachers, citizens, and central office administrators, will make recommendations to the Board of Education, based on the submitted budgets. The Board will then draw up the overall budget.

VIII - A SYSTEM WHICH IS COMPLETELY SUBDIVIDED INTO LOCAL SCHOOL DISTRICTS, EACH GOVERNED BY A LOCALLY-ELECTED COMMUNITY SCHOOL BOARD--A SYSTEM WITH TOTAL COMMITMENT TO COMMUNITY CONTROL

NEW YORK, NEW YORK

Enrollment, fall 1969: 1,130,408

It is logical that the largest system in the nation--nearly twice the enrollment of the next largest--should, from the standpoint of size alone, decentralize its administrative functions. However, it was not this concern that resulted in the establishment in July 1967 of three decentralized "demonstration districts"--IS 201 in Harlem, Ocean Hill-Brownsville in Brooklyn, and the Two Bridges district on the lower east side of Manhattan. It was the increasing demands of the parents and militant community groups for local control of the ghetto schools.

Each district contained an intermediate school and its feeder elementary schools. Each had a locally elected governing board constituted with broad but ill-defined powers. It was this lack of clarity in the board's powers that precipitated the well-publicized confrontation in the Ocean Hill-Brownsville area. (A number of the references in the bibliography beginning on page 54 detail the events in this district that led to the teachers' strike in the fall of 1968.)

About the same time the Board of Education established the three demonstration districts, the New York State Legislature directed Mayor John Lindsay to develop a decentralization plan for the entire school system. The Mayor's Advisory Panel on Decentralization, headed by McGeorge Bundy, was immediately appointed and some eight months later presented the Mayor with a decentralization plan based on the premise that the key power should rest with parents. The report proposed that the present system be divided into 30 to 60 semi-autonomous units of 20,000-40,000 pupils each, governed by a community school board. The 11 board members (six elected by parents and five appointed by the mayor from a list developed by the central authority of the system) would serve four-year terms. The community board would be able to hire and fire personnel, set curricula, and control its own budget, which was allocated to it by the central authority as a block grant on the basis of the need of the district.

The central bureaucracy would be broken up and replaced by a central education agency with the authority to execute collective bargaining for the entire district, and the responsibility for long-range planning, cost-effectiveness studies, and the operation of special schools.

The report sparked much opposition from various groups and although the State Commissioner of Education and the State Board of Regents worked out a compromise bill, the legislature refused to approve either measure. Instead it passed the Marchi Act which delayed effective decentralization for a year by expanding the Board of Education from nine to 13 members and directing the city Board and the New York State Board of Regents to establish an interim decentralization plan until the 1969 legislative session.

Early in 1969 the New York City Board of Education submitted to the state legislature its Plan for Development of a Community School System. On April 30, 1969, the Governor signed into law a bill (an amendment to the state education law designated as Article 52-A) which would establish a decentralized plan in New York City. To provide transition to the new organization, the bill abolished the 13-man central Board of Education and established an interim board of five members, one member appointed by each of the five borough presidents in New York City. From May 20, 1969, to February 16, 1970, the interim board will operate with all the powers of the old board and, in addition, will:

1. Appoint a Chancellor "as soon as practicable." (The Chancellor will have the powers and duties of the present city Superintendent.)
2. Establish 30 to 33 community school districts.
3. Administer the election of the new community school boards.

On February 16, 1970, the new community school boards would take office,[1] the interim board will assume the powers which the new law gives to the new city board and will provide for the election on May 6, 1970, of the five members (one from each borough) of the new board. These five, along with two members to be appointed by the mayor between May 6 and June 1, will take office on July 1, 1970, for four-year terms.

The other provisions of the law, not yet in operation at this writing, are summarized in the paragraphs which follow:

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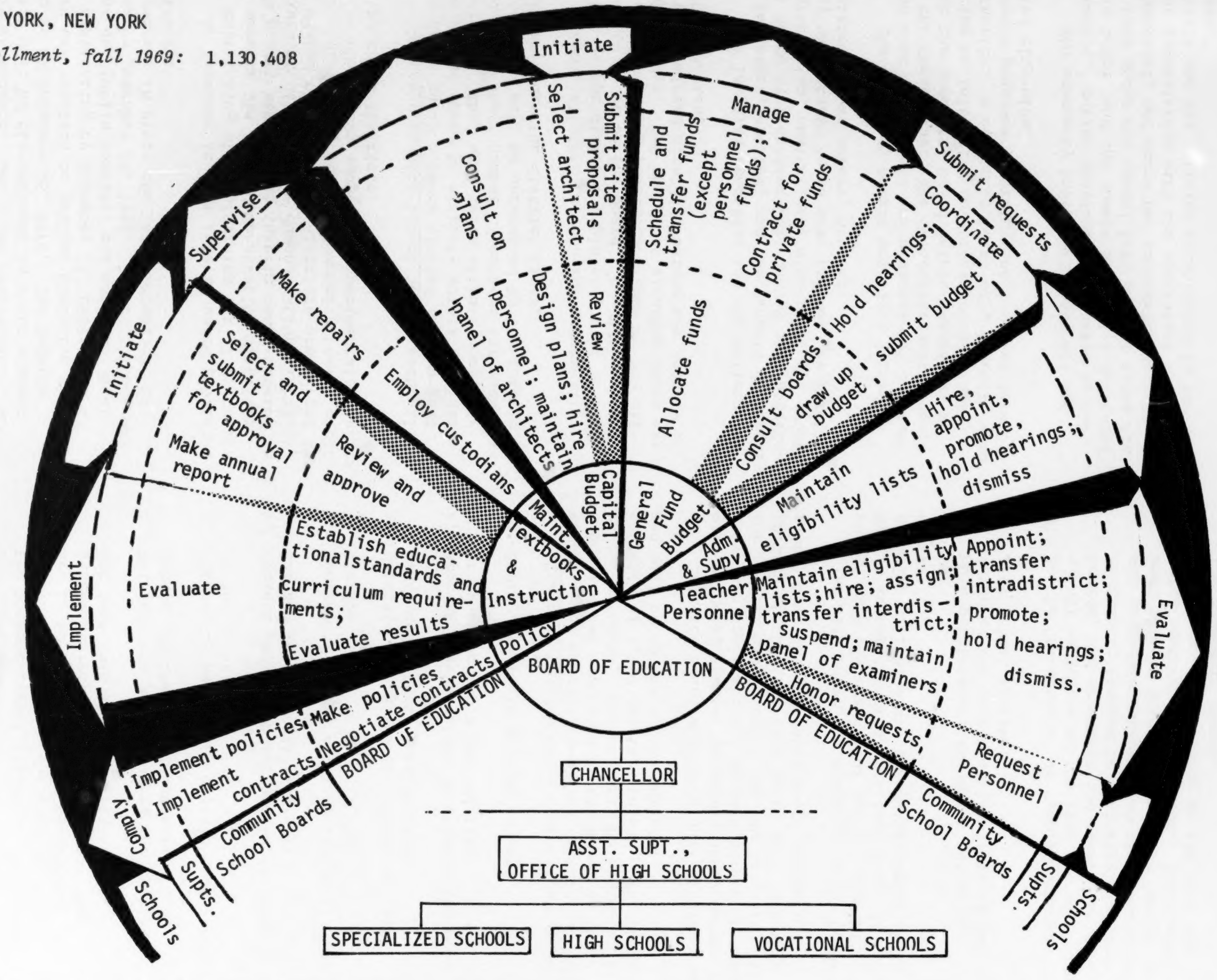
[1] As of this writing, the Interim Board of Education has petitioned the Governor to change the election timetable for community school boards, with a resultant change in the date when those boards take office. It was suggested that the registration period and period for filing petitions for candidates be set for the period from February 2 to February 21, 1970, and that the election be held on March 24, 1970. The new boards would then take office July 1; thus the now-existing districts would continue until June 30, 1970.

NEW YORK, NEW YORK

Enrollment, fall 1969: 1,130,408


Initiate
Manage
Submit requests
Coordinate
Evaluate
Supervise
Initiate
Implement
Comply
Schools
Supts.
Community School Boards
BOARD OF EDUCATION
Schools
Supts.
Community School Boards
BOARD OF EDUCATION
Submit site proposals
Select architect
Consult on plans
Review
Design plans; hire personnel; maintain panel of architects
Schedule and transfer funds (except personnel funds);
Contract for private funds
Allocate funds
Consult boards; Hold hearings;
draw up budget
submit budget
Hire, appoint, promote, hold hearings; dismiss
Maintain eligibility lists
Maintain eligibility lists; hire; assign; transfer interdistrict; suspend; maintain panel of examiners
Appoint; transfer intradistrict; promote; hold hearings; dismiss.
Honor requests
Request Personnel
Make repairs
Employ custodians
Select and submit textbooks for approval
Review and approve
Make annual report
Establish educational standards and curriculum requirements;
Evaluate results
Evaluate
Implement policies
Make policies
Implement contracts
Negotiate contracts
Capital Budget
General Fund Budget
Adm. & Supv.
Teacher Personnel
Maint.
Textbooks & Instruction
Policy
BOARD OF EDUCATION
CHANCELLOR
ASST. SUPT., OFFICE OF HIGH SCHOOLS
SPECIALIZED SCHOOLS
HIGH SCHOOLS
VOCATIONAL SCHOOLS

Compiled by the Educational Research Service.

The 30 to 33 local districts will consist of not less than 20,000 elementary and junior high school students each, based on average daily attendance. The three demonstration districts will be discontinued in their present form as of February 16, 1970. The interim board was required to publish tentative plans for districting by November 17, 1969; hold at least one public hearing; and announce final plans by December 22, 1969. District lines may be redrawn in every odd year thereafter, if necessary.

On November 16, the interim board published its districting plan, providing for 32 districts and merging the three demonstration districts with nearby areas. The interim board ordered an evaluation of the three demonstration districts, and stated that when the districts are merged into new districts, the new community boards could decide whether to adopt the experimental programs of the three districts.

The new community school boards each will have seven to 15 members elected for two-year unstaggered terms by eligible voters of their districts. They will serve without compensation. The exact number of members for each district board will be determined by the interim board when drawing district lines.

Anyone eligible to vote for a community board, except district employees, will be eligible to serve on the board. Candidates must submit nominating petitions signed by 300 eligible voters. For the first election these are to be submitted nine days before the January 27, 1970, election.

The law also specifies how the ballots are to be marked, counted, and the winners declared. The Board of Elections will manage and supervise registration, nominations, elections, and counting; the interim board must provide the first registration of voters, however.

The community boards will have jurisdiction over all schools and programs not reserved to the Chancellor. The Chancellor must consult with the community board before expanding, reducing or initiating any programs under his authority. A community board may, however, also operate programs providing the same services offered city-wide.

The community boards will have all the powers and duties previously possessed by the city board, and the powers and duties delegated to them under the Marchi Act; some of these are enumerated, and those not enumerated must be "not inconsistent with the provisions of this article and the policies established by the city board."

In addition to the specific powers and duties which the community board will share with the Chancellor and the city board, the community board may:

1. Employ a Community Superintendent, by a two-to four-year contract at a salary fixed in the community board budget. The Superintendent will be subject to the board's lawful direction and can be removed for cause. The qualifications are to be experience and educational requirements set by the Chancellor (but not less than state certification).

2. Delegate any powers, other than policy making, to the Superintendent.

3. "Generally manage and operate" the schools in the district.

4. Operate social centers and extra curricular and recreational programs.

5. Operate cafeteria services for pupils and staff.

6. Maintain discipline in schools and programs under their jurisdiction.

7. Appoint teacher aides in schools and programs under their jurisdiction.

8. Employ or retain private counsel.

The city board will be composed of seven members--one elected from each of the five boroughs and two appointed by the mayor to serve four-year terms. Members will be nominated by petition of 1,000 eligible voters. The chairman will be chosen by the members.

The city board will have jurisdiction over high schools, special programs, and programs of city-wide application. It must hire a Chancellor and fix his salary. The law is unclear regarding whether the city board will have veto powers over any community board actions.

The city board, in addition to the power shared with the Chancellor and the community boards in certain areas outlined later in this article, will have the following powers and duties:

1. Hold public hearings on any matter related to the educational welfare of the city school systems.

2. Be the "government" or "public employer" of all employees of the city and community boards, and negotiate and execute union contracts; however it must establish formal procedures under which the Chancellor must consult with the community boards on union contract negotiations. Union contracts shall be binding on the city and the community boards.

3. Require the Chancellor to prepare an anual report of the affairs of the school system.

4. Require community boards to make periodic reports.

The Chancellor will be hired by the city board for a contract not exceeding 18 months the first time, two to four years thereafter. He will be chief administrator of all programs not vested in the community boards and of the relationship between the city and community boards.

In addition to the powers and duties in special areas which will be discussed later, the Chancellor will have the powers and duties to:

1. Appoint teacher aides for schools and programs under his jurisdiction, within budget allocations.
2. Employ or retain counsel.
3. Continue existing or establish new voluntary enrollment programs between community districts.
4. Provide training sessions for community board members, including orientation sessions.
5. Provide to community boards technical assistance, regional warehouse space, and purchasing services; however he may agree to turn these functions over to the community boards.
6. Develop and furnish system-wide preservice and inservice training.
7. Promulgate rules and regulations to carry out the purposes of Article 52-A.
8. Ensure compliance with all personnel qualifications.
9. Delegate such powers as he deems appropriate.
10. Establish uniform pupil and record-keeping procedures system-wide.
11. Perform the functions of the bureau of audit throughout the district.

Provisions of the law regarding special areas of responsibility are outlined in the following paragraphs.

Regarding compliance with law by the community boards, the Chancellor will have power to initiate proceedings to enforce compliance by community boards with applicable provisions of the law. If conciliation and a "cease and desist" order fails, he may assume certain of its functions or suspend or remove the board or any of its members. The community board may appeal an order of the Chancellor to the city board. Further appeal by either party would be to the state commissioner of education or the courts.

Provisions regarding high schools have been partially acted on already. As allowed by the new law, the interim board has centralized the city's academic high schools until at least 1973, at which time the new board may transfer any high school to the community board in whose district it resides. The control of vocational and specialized high schools is reserved to the new city board of the law. The interim board also set in motion the establishment of a city-wide council to consist of representatives of parents associations, local boards, and city-wide groups to advise the superintendent and his staff on all matters affecting the education of high school youth. The new Chancellor will attempt to establish parents' or parent-teachers' associations in each high school. By 1973 the city board must have a comprehensive high school within each district.

The city board may also enter into a contract with the City University under which the University would administer up to five of the high schools in the city's most disadvantaged areas. The city would still receive state aid for these schools.

Regarding curriculum, textbooks, and evaluation in schools under community board jurisdiction, the powers of the community board will be limited by the facts that (1) all textbooks and instructional materials must first be approved by the Chancellor, and (2) the Chancellor must promulgate, with the city board's approval minimum educational standards and curriculum requirements for all schools and programs; he must also periodically examine all schools and programs and report to the city and community boards and the public on the maintenance of these minimums and the educational effectiveness of such programs and schools.

Regarding teaching and supervisory personnel, within 60 days after February 16, 1970, the interim board through the Chancellor will transfer to each community board authority over all city district employees serving in or in connection with the schools and programs under the jurisdiction of that district.

The Chancellor will have the sole power, with the city board's approval, to create and abolish teaching and supervisory positions.

Regarding the hiring and assignment of teachers and supervisors, two methods will apply. The basic method states that all teachers who meet certain education and experience requirements established by the Chancellor and who pass appropriate examinations shall be placed on a ranked eligibility list; however, any of the top three shall be equally eligible to fill a vacancy. Supervisory personnel are to be placed on an eligibility list, but not ranked, and therefore will be equally eligible for employment.

The Chancellor will appoint and assign teachers and supervisors to schools and programs under his jurisdiction. Teachers for schools under community jurisdiction will be assigned from eligibility lists to the community districts by the Chancellor. Insofar as practicable, the Chancellor must honor requests of community boards for specific persons to be assigned to them. Community boards will assign supervisors directly from appropriate eligibility lists.

The alternate method of hiring may be used by a community board only between October 1 and May 1 to obtain personnel for the next September for schools ranked in the bottom 45 percent of a city-wide reading test to be given annually by the Chancellor, or the method may be used at any time by a district when a vacancy exists for which there are no names on the appropriate eligibility list. Under this method, community boards may recruit anyone who, by date of appointment, will have (1) met state certification requirements and (2) attained a place on the eligibility list, or passed an equivalent qualifying examination, or passed the NTE within the past four years with a mark equivalent to the average pass mark required of teachers the previous year in the five largest cities using the NTE.

Promotions will be conducted by the employing boards under provisions of the prevailing union contract. All previous tenure or credit toward tenure will be transferrable between interim, city, and community board employment.

The Chancellor and city board will discipline the board's own employees, bound by existing due process requirements. Community boards may discipline their employees subject to due process requirements. Trial on charges, initiated by the Community Superintendent, will proceed before an examiner from a panel maintained by the Chancellor. Upon the Community Superintendent's recommendation, the Chancellor may suspend an employee for 90 days pending outcome of the trial. The community board may review the examiner's decision, and the employee may appeal to the city board for a final decision, subject to arbitration provisions in a union contract, or allowable review by the state commissioner or the courts.

Community boards will not have the power to transfer personnel out of their districts. However community boards may transfer teaching and supervisory personnel within the district without their consent for the following reasons: (1) disciplinary action following hearings; (2) excess staff in a particular school; (3) to staff a new school; (4) to fill a vacancy in another school if no other qualified person is available and if the school to which transfer is made will still have a greater number of vacancies than the school from which transfer is made.

Regarding expense budget and fiscal management, the community boards will hold public hearings and submit budget requests to the Chancellor. The Chancellor may modify these requests after consultation with community superintendents. He will then prepare a consolidated budget for the entire district, listing community and city expenses separately. Following a public hearing and city board approval, the budget will be submitted to the mayor, Board of Estimate, and city council, along with the original and any modified community board requests.

The Chancellor will allocate to community boards general funds determined by applying objective formulas established annually by the city board. These formulas will take into account relative educational need. The Chancellor may also allocate funds from the city board's budget for special needs or innovative programs within a district.

The Chancellor will establish procedures for the establishment and modification by community boards of annual schedules for expenditures. To the maximum extent feasible community boards will be allowed to establish and change such schedules without prior approval, except that the transfer of funds for teaching and supervisory personnel services will require the Chancellor's approval.

The community boards may contract for private funds for special programs which do not replace existing positions or employees. With respect to most federal and state funds not allocated to the city district on a formula basis, the community boards may apply for funding directly. For funds allocated on a formula basis, the community boards may submit proposals to the Chancellor who will review them for form and pass them on.

Disbursement of funds will be through the city treasury on written orders of the city finance officer. Except for fixed obligations or amounts due on contracts, orders for disbursement of funds must be signed by the Chancellor or Community Superintendent, as appropriate.

Regarding planning and construction of capital projects, the Chancellor will submit a capital budget for all system construction and remodeling to the city planning commissioner. However, the community boards will, after public hearing, submit to the Chancellor proposals for schools in their jurisdictions. They may also submit proposals regarding the capital budget to the mayor, board of estimate, city council, and planning commission.

The Chancellor will retain responsibility and control over capital construction. The powers and duties of the community boards in connection with site selection and design and construction of facilities will include:

1. Selecting proposed sites for submission to the city site selection board.

2. Being consulted by the Chancellor on determining plan requirements.

3. Placing qualified architects on a panel established by the city board and being consulted by the city board in establishing qualifications for placement on the panel.

4. Selecting architects for projects among several on the panel and working directly with them.

5. Reviewing preliminary architectural plans and recommending to the Chancellor their approval, rejection, or modification.

6. Consulting with the Chancellor in establishing qualifications of bidders on projects over $25,000.

7. Employing or assigning personnel to assist the Chancellor in obtaining approvals necessary to expedite construction.

Regarding maintenance and repairs, the city board will retain general responsibility for the care, custody, and control of school property, including employment of custodians. Custodians will be responsible to the principals. The city board will retain jurisdiction over all employees required in connection with operations and maintenance.

Community boards may make repairs to property under their jurisdiction, but may not spend more than $250,000 in a fiscal year without the Chancellor's authorization. Repairs exceeding $2,500 must be contracted with the lowest responsible bidder.

Regarding parent participation, each community board must adopt by-laws requiring that (1) there be a PA or PTA in each of its schools, and (2) the Superintendent, board, and principals must communicate to all PAs and PTAs matters of pupil achievement, without identifying individual pupils. The Chancellor must establish a PTA or PA in every school under his jurisdiction as far as possible.

IX - SYSTEMS WHICH HAVE OR ARE DEVELOPING PROPOSALS FOR ADMINISTRATIVE DECENTRALIZATION

DENVER, COLORADO

Enrollment, fall 1969: 96,000

Denver has considered decentralization as a vehicle for achieving racial integration. In May 1968 the Board of Education directed the Superintendent to submit a comprehensive plan for racial integration of the Denver schools. To assist him in that task, the services of the Assistant Superintendent for Planning and Engineering, the Director of Research Services, an educational consultant firm, and a planning consulting firm were enlisted. The result of that study, Planning Quality Education: A Proposal for Integrating the Denver Public Schools, was finished in October 1968. The plan was subsequently discussed at public hearings to get community reaction, but as yet none of the major aspects has been solidified and put into action.

Basic to the plan for integration is decentralization of administration and services in Educational Model-School Complexes. On the elementary level a complex would consist of several schools located conveniently to each other and together enrolling large numbers of pupils. The Complex would be built around a nucleus, consisting of one of the schools and a number of special facilities and services maintained for the use of all the schools in the cluster.

The schools' combined resources of funds, facilities, and personnel would enable them to provide pupils with many programs and services which would be impractical for individual schools. Their nearness would make it feasible to share these jointly-sponsored opportunities by a variety of arrangements--full-time enrollment of a pupil in whichever school best suited him, part-time attendance at a different school for a particular program, exchange visits for special events, circulation of books and equipment, traveling teachers--all with a minimum of transportation and dislocation.

The schools of an elementary complex would be so selected as to include the widest feasible representation of Denver's many ethnic groups. Thus sharing of educational resources and opportunities would facilitate integration and common understanding. At the same time each school would retain its distinctive individual character.

The principal of the center school in the elementary complex would serve as administrator for the whole complex; he might be termed a team leader among his fellow principals. The combined administrative, teaching, and service staffs of all the schools, together with the several community advisory committees, would be expected to design and develop the elements of their complex's programs and services within limitations of available resources to meet the area's particular educational needs. In other words, the complex arrangement is intended to give school personnel and citizens at the local level a greater voice in shaping their own educational program.

It is envisioned that the school system will be divided into 12 elementary complexes, each containing from four to 11 schools. The tentative districting plan will create three elementary complexes in which busing will be necessary to achieve a minority population of no more than 50 percent.

The four Junior High School Complexes will operate in a different manner than the Elementary Complexes. Each complex will serve as an organizational base for required supportive services and as a means of decentralizing the administration of the junior high schools. The complexes will not provide specialized educational programs and instructional equipment, community services, and recreational facilities. Integration at this level will be accomplished primarily through transportation of pupils out of crowded inner-city schools.

The Senior High School Complex will encompass the entire school district. A single high school will serve as the nucleus. In addition to this high school, the following facilities are planned for the complex: an astrospace center, a scientific-technological education area, an advanced academic facility, a resource materials center, a cultural arts facility, a special education facility, a college-university center, a community agencies facility, a continuation high school, a centralized supportive services facility, a research and development center, a school district administration center, and a student study center.

Students will attend the center for highly specialized offerings, but will maintain membership and identity in their home schools. Because attendance at the center will be for relatively short modules of time, at some time or another during their high school years Denver's students will be able to attend this nucleus.

BALTIMORE, MARYLAND

Enrollment, fall 1969: 193,000

During 1969, the central office staff devoted a good deal of time to preparing a recommendation on administrative decentralization of the Baltimore City Schools. The plan will not be presented to the Board of Education until early in 1970. Over the past two years, however, efforts have been made to increasingly involve the schools communities in various aspects of school operation, as follows:

Preparation of the operating budget request. For two years running, every principal has been requested to involve parents and citizens in the preparation of budget requests at the school level in terms of school and community needs. Community discussion of the 1969-70 budget covered a period of four months, which allowed time for broad community representation and thorough examination of budget needs.

Capital improvement program. It has become almost standard procedure for the school facilities personnel to invite community representatives wherever a school is being planned or thought about. While participation here is not decisive, every effort is made to gain consensus before plans are made final.

Selection of school administrators. Participation in the selection of principals and vice principals at schools has been gained not by having the community suggest particular names, but rather by soliciting suggestions as to particular characteristics the citizens would like to have in persons administering their schools.

School community representatives. In the fall of 1969 efforts began to get each school's community to organize itself at least to a point where it could select three people who could best represent the thinking of that community in school matters. Some headway has already been made, and by early 1970 it is hoped that most, if not all, of the schools in Baltimore will have an organized group with democratically elected representatives to speak for them.

Curriculum examination. The school system is now cooperating with the Mayor's Task Force on Education, a gathering of interested citizens, to re-examine the entire curriculum by establishing working committees in each school. There have been some problems in finding enough interested people in each school's community with time to examine this matter.

CINCINNATI, OHIO

Enrollment, fall 1969: 84,350

On September 15, 1969, the Superintendent presented to the Board of Education a proposal for major organizational changes in the administration of the Cincinnati Public Schools. That proposal was the result of several years' study by the administration and the Cincinnati School Survey, which was sponsored by the Cincinnatians United for Good Schools and executed by the Mid-West Administration Center of Chicago University. The Survey, completed in August 1968, underwent analysis by 11 citizen task forces, the Cincinnati School Foundation, the League of Women Voters, and the schools' professional staff.

The proposed organizational structure will serve four major functions--legislative, planning, program, and field management--executed through seven departments--the Board of Education, the Superintendent, Planning, Program, Student Affairs, Field Management, and Business

Administration. The seven departments form three complexes, as follows:

1. Policy Development, Planning, and Coordination complex. This complex is the responsibility of the Board of Education, the Superintendent, and a planning department responsible to the Superintendent. The Department of Planning, headed by an assistant superintendent, will consist of five divisions--Space, EDP, Budget, Publications, and Security.
2. Educational Program and Student Affairs complex, headed by an Associate Superintendent for Program and an Assistant Superintendent for Student Affairs.
3. Management and Operations complex, headed by an Associate Superintendent for Field Management and an Assistant Superintendent for Business Administration.

The Department of Field Management is responsible for administering the schools by providing personnel and administrative leadership. It is also responsible for administering the continuing and vocational education program of the school system.

The Department of Field Management will consist of five divisions. Three of these will administer three geographic subdistricts of the school system. Each geographic subdistrict will be headed by an Executive Director. Administrative and supervisory teams will be assigned to each subdistrict primarily from existing personnel. One citizens' committee is particularly interested in the implementation of one geographic subdistrict as soon as possible, with the remaining two phased in later. No decentralized subdistrict is now in operation. Indeed, the Board of Education has not formally approved the concept of the three subdistricts.

In addition to the three subdistricts, the Department of Field Management will consist of a Division of Staff Personnel and Employee Relations and a Division of Continuing and Vocational Education, each headed by an Executive Director.

POSSIBLE ADVANTAGES OF PUBLIC PARTICIPATION

1. Educational policy, whether at local, county, or state level, is improved and greater continuity of policy is assured.
2. Improved educational policy assures improved education and promotes adaptability.
3. The program of interpretation is improved.
4. Morale in the schools and the community is improved as participants develop a greater sense of the schools' belonging to them.
5. Public participants, board members, and school staff develop an improved understanding of the functions of their own group and of the relationship between such functions and those of the other two groups.
6. The public develops greater confidence in public education and consequently supports public education more adequately both in the general program itself and in particular phases of the program.
7. The individual participant grows in usefulness and efficiency both as an individual and as a member of organized society.
8. The school administrator develops confidence in, and appreciation of, the intelligence of the people, together with a broadened conception of the relationship between school and society.

POSSIBLE DISADVANTAGES OF PUBLIC PARTICIPATION

1. There may be encroachment upon the functions of the board of education or upon the functions of the professional staff.
2. There may be an exercise of pressure by the lay group.
3. The morale of the school staff may be impaired.
4. A lack of confidence may result in the personnel of the schools (board or professional) and hence lack of confidence in the public schools.
5. Danger lies in the use of schools as arenas of power struggles.

John L. Miller in
NASSP Bulletin, December 1968

SYSTEMS WHICH HAVE DESIGNATED AN INDIVIDUAL RESPONSIBLE FOR LONG-RANGE PLANNING AND DEVELOPMENT

One of the benefits which accrues from administrative decentralization, its advocates state, is that central office administrators are able to devote more time to establishing long-range goals for the school system and developing plans for their implementation. Such planning, even in a single department such as school facilities, requires input from many different sources and may often result in lack of coordination and duplication of effort with other departments. Some systems have, therefore, consolidated the various planning processes into a single department to include such areas as census projections, instructional and administrative research, and personnel development. Materials submitted by some of the systems in this report indicate that a position has been created to deal with long-range planning. As much information as could be culled from the materials submitted is outlined for each city below.

New Haven, Connecticut. A Supervisor of Planning reports to the Assistant Superintendent for Administration.

Washington, D. C. The newly-established Division of Planning, Innovation, and Research is headed by an Associate Superintendent, who supervises two Assistants.

Broward County, Florida. The organization chart shows a position for "Long-Range Planning," reporting to the Superintendent.

Dade County, Florida. The Chief of Planning and Policy Development reports directly to the Superintendent. He supervises the Director of Administrative Research.

Chicago, Illinois. In his role as "chief administrative executive," the Superintendent is charged with defining the educational program needs, developing facilities plans to fit these educational requirements, and establishing financial programs to support the educational and facilities programs. To assist him in these responsibilities, the Superintendent has three staff departments (for educational programs, for facilities, and for finances) charged with developing integrated plans for review and approval by the board.

The educational program planning department projects the total educational needs of the school system. In addition to basic educational program improvement, this department researches alternative programs--such as the emphasis currently being given to vocational, prekindergarten, and special educational programs.

The primary responsibility of the facilities planning department is to develop plans for school structures, space utilization, and equipment which meet requirements of projected enrollment levels and future educational programs. In performing its functions, the department must coordinate input from all departments.

The financial planning department is primarily responsible for projecting and developing financial requirements to support the educational programs and facilities plans. It is concerned with determining near-term and long-term money requirements and recommending plans for obtaining the necessary funds.

New Orleans, Louisiana. An Assistant Superintendent heads the Division of Research, Census, Planning, and Construction Supervision.

Montgomery County, Maryland. The Assistant Superintendent for Educational and Managerial Information and Analysis supervises three Division Directors: for Advanced Planning and Development, for Systems Design and Programming, and for Data Processing and Operations.

Minneapolis, Minnesota. A Consultant in Planning and Development is on the staff of the Assistant Superintendent for Research, Development, and Federal Programs.

Portland, Oregon. The Assistant Superintendent for Planning, Research, and Development, who reports directly to the Superintendent, is responsible for the areas of instructional planning, research, data processing, and evaluation.

San Antonio, Texas. The Associate Superintendent for Planning and Coordination reports directly to the Superintendent. He is responsible for the following functions, as outlined in his job discription:

1. Coordinating research, planning, and program development within the school district.
2. Developing systems of dissemination, implementation, evaluation, and control of instructional programs.
3. Preparation of drafts of policy statements for submission to the superintendent.
4. Recommending action for instructional improvement with recommendations for the priorities to be established for such action.
5. Coordination of advisory committees in the school district.
6. Coordination of the interrelationships of the centralized service departments in those situations in which functions overlap.
7. Developing plans for staff development and evaluating the effectiveness of such activities.
8. Developing proposals for funding of special projects.
9. Developing and coordinating information systems for school district management.
10. Controlling school district reports.
11. Identifying and describing educational goals for the school district.
12. Planning, initiating, and coordinating a program to identify and train staff members with leadership potential.

Seattle, Washington. The Planning and Research Department is headed by a Director. His staff includes the Research Office Director, the Planning and Evaluation Coordinator, and several Research Assistants.

Milwaukee, Wisconsin. The Assistant Superintendent for Planning and Long-Range Development reports directly to the Superintendent. He supervises two Executive Directors--for Budget Planning and Fiscal Studies, and for Educational Research and Program Assessment. Also included on his staff are the Director of Facilities Planning and Administrative Research, the Coordinator of Educational Research, and the Supervisor of Testing Services.

The reasons for consolidating planning, research and assessment operations, as stated by Milwaukee's Superintendent, are as follows:

1. So that the planning process may be organized and conducted by a technical staff--which will assist the operations staff;
2. So that planning may be guided at all times by budgetary limitations determined through fiscal studies;
3. So that computer technology may be applied as widely as possible in central planning and all other management functions;
4. So that program assessment may be kept objective in its perspective and that findings may be combined readily with other research;
5. So that school system needs may be documented to assist in obtaining additional support;
6. So that the Board and the administration may coordinate planning information in one location.

RESOLUTIONS ON DECENTRALIZATION AND COMMUNITY CONTROL ADOPTED BY THE NATIONAL EDUCATION ASSOCIATION,

National Education Association

Decentralization in Large Cities

The National Education Association believes that the educational decision-making process must be as close as possible to the citizens and professional staffs directly served by, or involved in, local communities within the cities and recommends decentralization in large cities.

The Association endorses the concept of elected boards of education within large cities. The appropriate delineation of authority and power between a central city board of education and the community boards within the city is a critical factor in ensuring the success of decentralization. Such delineation will inevitably vary from city to city based upon local circumstances, custom, state law, immediate needs, and historical precedent. Precedent and custom, however, must not be allowed to stand in the way of establishing smaller and more viable units of school governance and administration which will make large city schools more responsive and accountable to the various groups they must serve.

The Association also believes that elected community boards of education must possess clearly defined authority in the areas of curriculum, educational materials, school program, and personnel, with negotiation rights and procedural due process guarantees for the educators of the city.

Association of Classroom Teachers

Decentralization and Community Control of Large Urban School Systems

ACT believes that a school should meet the needs of the children and community it serves. It supports the principle of decentralization of large urban school systems as one means of making education more responsive to the needs of these children and school communities.

ACT maintains that effectiveness of education in definable and viable community areas can be achieved by decentralization of operations and functions of the central school board and administration and by delegation of appropriate authority to community boards accountable to the central board and administration. ACT believes that such operations and functions would include (a) sharing in determining the educational program so that it can be made more relevant to the needs of children in each school community, (b) sharing in budget planning and administration so that finances adequate to individual schools can be made available and be more prudently used, and (c) sharing in the selection of staff to assure personnel sensitive to the needs of individual children.

ACT holds that decentralization will be successful only if, prior to the decentralization process, all groups involved jointly define responsibilities and roles, fix accountability, and mutually agree to such plans.

ACT urges classroom teachers in large urban school systems in which administration is too far removed from community influence to seek the cooperation of school boards, administration, and communities in developing plans for decentralization.

Association for Supervision and Curriculum Development

Decentralization and Local Control of Schools

Centralization of administration of schools has been advocated as a way of insuring a supply of teachers without discrimination, a balanced allocation of resources, and a pool of available specialized services. Recently, however, decentralization of schools has been advocated for large cities in the interest of greater neighborhood controls, avoidance of centralized bureaucracy, and greater responsibility for schools or the part of citizens on a neighborhood basis.

The factor of local community control is a controversial element in contemporary discussion of decentralization. The movement for decentralization is of special importance for communities and schools with large minority groups. Limited, selected, or total decentralization of city schools may prove to be proper solutions.

We recommend that ASCD support efforts to explore decentralization and local control through the development of guidelines as to what aspects of education in large cities might or might not be decentralized.

American Association of School Administrators

Decentralization and Community Control

Many school districts are too small; others, perhaps, are too large. The complexity, intricacy, and intensity of problems created by bigness and the need to accommodate continuing growth are causing deepening difficulties in the administration and instructional programs of our largest school systems.

Attempts have been made to alleviate these perplexities by decentralizing certain aspects of the operational management of the schools. A variety of approaches has been tried, including the establishment of district or area administrative units. More recently, efforts have been made to broaden the basis of decentralization, providing for increased community control. Some of these attempts have met with significant success — others have ended in chaos. Typically, there has been too little preplanning and too little thought given to who was going to make what decisions.

Efforts toward greater decentralization and community control have been complicated by articulate, demanding, and persistent voices calling for drastic modifications of the organizational structure. The pressure for change has resulted — in some instances — in a sharp power struggle among those groups and organizations affected by contemplated changes. When such a struggle for power ensues, it inevitably endangers the central goal — quality and relevant education.

Decentralization and community control are complex concepts. Each calls for calm, reasoned, and deliberate planning, restraint and understanding, while experimentation is in progress. What is needed is a careful analysis of the powers and functions involved. Some can be exercised more economically and efficiently on a systemwide basis, others can beneficially be delegated to local community boards and administrative staffs. Carefully planned, decentralization and appropriate community control can do much to improve the quality of education. However, the fact remains that a local board, through inexperience, over-exuberance, or in yielding to inordinate pressures, may endanger the orderly functioning of the entire school system. When this happens, it inevitably becomes the ultimate responsibility of the central board to countermand the irresponsible actions of the local board.

There is no question that a school, to be effective, should be sensitive to the children and the community it serves. This effectiveness can best be achieved when a decentralization of certain operations and functions conforms to quality standards. The formulation of these standards should be the province of the central board.

Certain financing and overall policy-making functions should remain with the central board of education and the central school administration. At the operational level, however, decentralization properly organized offers many advantages; more efficient and meaningful communications, better pupil-teacher-parent relationships, greater community involvement — all of which ultimately contribute to improved quality of instruction.

A caution should be noted; namely, that decentralization should be undertaken only after comprehensive planning involving wide participation of staff and community groups. This planning should include clear delineation of roles and responsibilities at all levels.

In the hierarchy of human rights, the rights of children should take precedence over some risks to the security of teachers and some hurt to the pride of the parents. Community control entails many risks. Under unfavorable circumstances, it is an open invitation to disruption and disorder. Carefully planned and sensibly operated it has great promise for a better educational climate.

As a prerequisite for the successful establishment of decentralization and community control, it is strongly urged that the parameters of responsibility between the central and local boards be firmly fixed, that the roles of all groups and organizations involved be clearly established and that deliberate efforts be taken to safeguard quality education as the prime objective.

Department of Elementary School Principals

Decentralization and Community Control

In many communities where the public questions the relevance of the school program and views the school system as being unable or unwilling to respond to requests for change, people have demanded more local control over their schools. The present decentralization movement—particularly evident in urban centers—is an attempt to bring about organizational changes which, it is hoped, will provide for more meaningful interaction between schools and the communities they serve.

In the absence of adequate guidelines, some of the decentralization attempts have been accompanied by confusion and confrontation between laymen and educators, to the disadvantage of all concerned; some of them have resulted in destructive power struggles as groups have tried to work out new relationships and provide for appropriate participation.

The Department of Elementary School Principals, NEA, recommends that educators evaluate decentralization proposals and efforts to provide for community control in the light of the contributions these proposals and efforts can make toward maintaining the integrity of the school as an institution which is relevant and responsive to the needs of children and society.

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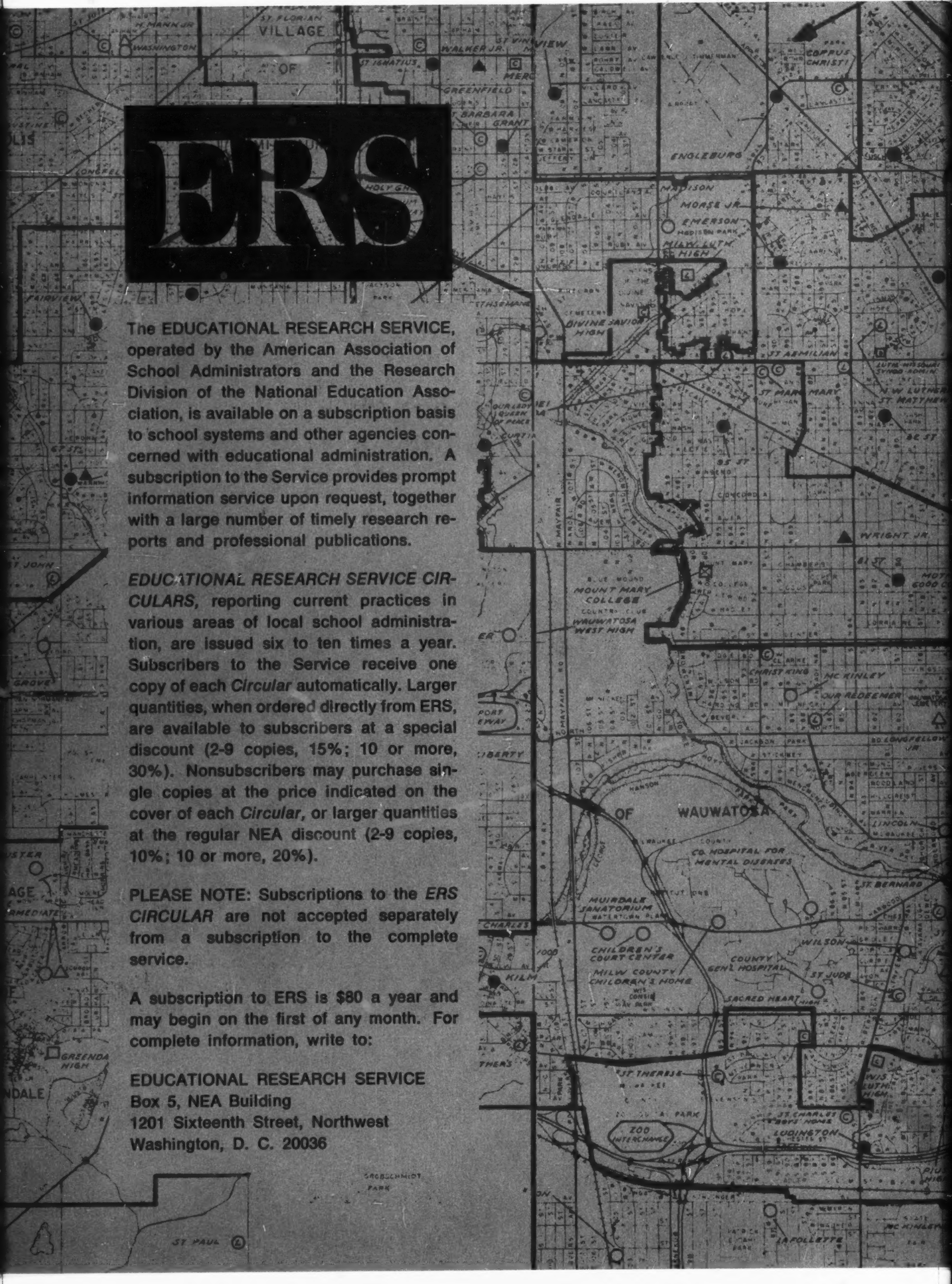
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